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ABSTRACT

This manual discusses how to develop emergency shelter as a short-term response to homelessness. The manual also discusses long-term goals, such as efforts to empower homeless people to live independently, and coalition-building on behalf of the homeless. The manual consists of six parts. Part 1 is entitled, "Introduction: Working on Solutions." Part 2 is "Homelessness: Crisis, Causes, and the Unhoused." Part 3 is "Shelters, a Stopgap Measure." Part 4, "Shelter Development Action Steps," contains the following chapters: (1) "Structuring the Organization"; (2) "Planning and Developing the Project"; and (3) "Determining Services and Procedures." Section 5, "Reintegration Initiatives for Homeless Persons," comprises the following chapters: (1) "Servicing Persons with Mental Illness"; (2) "Dealing with Substance Abuse"; (3) "Designing Employment Strategies"; and (4) "Providing Transitional Housing." Part 6, "Working Together In Coalitions," comprises the following chapters: (1) "Seeing What's Possible"; (2) "Getting Started"; (3) "Setting the Direction"; and (4) "Gaining Momentum." A brief list of references is provided for each section of the manual. Appendices provide sample forms and documents and lists of national resource organizations; state-level organizations for the homeless; Ohio resources; and suggested readings. (BJV)

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Establishing Programs for the Homeless

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Ohio Coalition for the Homeless

Lives in the Balance
Establishing Programs for the Homeless

The Ohio Coalition for the Homeless, Columbus, September 1988
in cooperation with Friends of the Homeless, Inc., Columbus
through grant support from ACTION, Washington, D.C.

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Word choice:

The terms "homeless" and "homeless programs" are used in a number of places in this manual. Our intention is not to foster what some may feel are negative stereotypes. In several instances we chose to retain these labels in order to write in an uncomplicated way.

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I. Introduction: Working on Solutions

In this manual, the Ohio Coalition for the Homeless provides some steps on how to develop emergency shelter as a short-term response to homelessness. Longer-term, the manual covers: 1) Efforts to empower homeless persons to live independently, and 2) coalition- building on behalf of the homeless.

This publication stems from a 1987-88 technical assistance grant from the ACTION agency, Washington, D.C., to a Columbus, Ohio, shelter, Friends of the Homeless, Inc. The Friends' shelter had begun to develop programs on a "continuum of services" model emphasizing self-sufficiency. Need for the manual has been demonstrated by repeated requests to the Ohio Coalition for technical assistance in establishing shelters, particularly in small cities and towns. While gladly assisting, the Coalition, with other advocates for the homeless and the communities themselves, realizes it will take a lot more than a roof overhead to put homeless persons into the mainstream. One answer is transitional housing--which combines social services and stable housing for up to about two years--allowing individuals to obtain the education and employment they need to achieve self- sufficiency. The most needed response is development of appropropriate permanent housing at a time when there is a shortage of affordable, low-income units across the country.

The manual is being published as shelters are called to more accountability than ever before for wise use of funding from both public and private sources. Operators see the need to avoid duplication of efforts, and to collaborate with social service agencies to maximize assistance to the homeless. Anyone proposing to open an emergency shelter, then, should ask if this is the most appropriate response to homelessness at this point in time, and must verify the need.

The Ohio Coalition joins others in a concern that shelters will become institutionalized as the major response to the crisis of homelessness in our society--creating a permanent subclass served by special caretakers, as if poverty were a contagious disease. Seeing too great a reliance on emergency shelter as the only action taken, the Coalition and its counterparts throughout the country are working toward solutions to problems underlying homelessness.

Our experience has been that development of emergency shelter has heightened public awareness, assisted the linkage of the homeless with services and built a kind of expertise and credibility for advocates for the homeless and service providers. This has served us well in raising the larger issues about resources needed by homeless individuals and families. The current level of assistance is altogether inadequate to meet the growing crisis of homelessness, regardless of the response selected. Dedicated people must struggle for a marked increase in public and private support, while also influencing decisionmakers to focus those resources on the prevention and solution of homelessness.

II. Homelessness: Crisis, Causes and the Unhoused

The extent of homelessness is hard to measure. Its causes are complex, and its effects reverberate throughout American society. Here is a brief introduction to the statistics, some reasons for the problem, and groups within the homeless population.

More Finding Pavement Their Home

Reports that homelessness is growing come from around the nation. So far, it has been impossible to accurately count the homeless. Estimates vary from 300,000, in a widely-disputed report by the U.S. Department of Housing and Urban Development, to three million cited by advocates for the homeless. There are intractable problems in finding and studying the population. Homeless persons reluctant to use social services and unwilling to be identified as homeless mitigate against a precise count. Researchers poll agencies serving those forced to the streets, and query the visible homeless. But many homeless people are unidentifiable as such or hidden away--in abandoned buildings, on campgrounds; and there are those on the edge of homelessness, who double up or triple up in housing with friends or family members.

> ***"It seems to me simply the inability to define the problem illustrates the depth of the crisis."***
>
> ***Fr. J. Bryan Hehir***

Polling those who serve homeless persons, the Ohio Coalition for the Homeless estimates 140,000 men, women and children in the state lack a permanent dwelling, but their ranks could grow by 18 percent in 1988.

Widespread problem

Few spots in the country are untouched by homelessness. Alaska has several emergency shelters, where Native Americans are among the guests. St. Petersburg, Fla., known as a wonderful place to retire, also includes a homeless population with a high proportion of single females with children.

In urban areas the ranks of the homeless are growing. A U.S. Conference of Mayors' report found a 21 percent increase in homelessness in 25 major cities between 1986 and 1987, and the problem was expected to grow. An average of 23 percent of the demand for emergency shelter went unmet. The composition of the cities' homeless population, on average, was 49 percent single men, 33 percent families with children, 14 percent single women and four percent unaccompanied youth. In Ohio, Cleveland saw 20 percent more homeless families and faced a 10 percent increase in demand for shelter.

The mayors' study of 26 cities further showed that:

- Families with children make up over one-third of the homeless population, an increase of 33 percent over 1986.
- The demand for emergency food and shelter increased in all but two cities by an average of 18 percent.
- Requests for low-income housing increased over 25 percent on average. The average waiting list for assisted housing is 22 months.
- Waiting lists for such housing have been closed in 65 percent of the cities.
- An average of 25 percent of the homeless are employed either full or part-time.[1]

Rural homelessness is harder to measure than its urban counterpart because it is often more hidden and because social service delivery is on a smaller scale than in cities. A survey by community action agencies indicates that homelessness is a serious problem in many rural areas, caused mainly by unemployment, underemployment and insufficient low-income and public housing. More than three-fourths of the respondents said homelessness increased over a five-year period, affecting more families with children, especially in the South.[2]

In the South and Central Appalachia, people deal with severely substandard housing; they double and triple up in dwellings designed to hold far fewer occupants.[3]

The economic crisis in America's heartland has pushed farm families into cities to find work. An estimated five percent of Minneapolis shelter residents come from rural Minnesota--some, families displaced from their farms and some, young, single men who cannot find jobs as farmhands or in hard-hit small town businesses.[4]

A 1984 Ohio mental health study found that small town and rural homeless were younger than their city counterparts, and mainly white. There were more females, and more were currently married. They were more likely than the city homeless to reside with friends or relatives.[5]

Dire predictions

By the year 2003, the gap between the total low-rent housing supply and households needing such housing is projected to grow to 7.8 million. The gap represents the loss of affordable housing to 18.7 million people--the population of eight major U.S. cities.[6] Advocates for the homeless see this as a main indicator that homelessness will continue to grow unless low-income housing is built.

Many Whys of Homelessness

Times are "a changing" and so, too, employment and family structures, profoundly affecting individual ability to survive in American society. Experts speak of such "root" causes of homelessness, as well as "precipitating" reasons, including divorce, serious illness or job loss. Add one of these personal crises to a marginal living situation and an individual or an entire family becomes homeless.

Some root causes

Often cited as main systemic causes are:

Lack of affordable housing for poor and low-income persons. In recent years, housing has been seriously neglected as a priority for national concern, resulting in a shortage of suitable dwellings for poor and low-income citizens. In addition, housing is getting harder to afford. The Rental Housing Crisis Index shows that in 1985 the number of very low-income U.S. renter households exceeded the number of very low income renter units by 93.7 percent, a shortage of 3.9 million units.[7] Between 1980 and 1988, the budget authority for federally assisted housing was cut from $30 billion to $7.5 billion.[8] In Ohio, federally supported housing programs were reduced by 83 percent between 1981 and 1987. By the end of 1987, some 40,000 applicants were on waiting lists for Ohio public housing.[9]

Between 1970 and 1980, some 125,000 U.S. low-rent housing units a year were lost due to apartment conversions, inflation and abandonment. Half of the nation's two million low-rent hotels were razed, abandoned or gentrified.[10] In addition, over the next decade up to 900,000 government assisted low-income units which are privately owned could be lost on their 20th anniversary when owners may dispose of the property in any way they choose.[11]

Both rental housing and home ownership are getting harder to afford. Federal programs set 35 percent as the amount a family should be spending for housing, yet, in 1986, families with incomes below $7,000 spent 78 percent.[12] An estimated 600,000 Ohioans are paying too much for their housing.[13] In Ohio since 1980, Aid to Dependent Children (ADC) benefits have risen by only 17 percent while median rents increased by 83 percent (December 1986). In 1987, a single mother with two children received $309 per month to cover all expenses other than food and medical care, while median rent costs were over $412 per month.[14]

Poverty. Inflation, unemployment, and shifts in national priorities take their toll along with structural changes in the economy that have minimum-wage service sector jobs replacing higher paying industrial jobs. Census figures show a poverty rate of 13.6 percent in 1986 -- higher than in any year in the 1970s.[15] According to one source, there is sufficient evidence that the homeless are mainly poor people "whose precarious hold on marginal employment or government benefits came loose with the dual shock of a restructuring economy and welfare cutbacks. The diverse hardships of addiction, mental illness, and personal crisis became catastrophes for the single poor, frequently pushing them into the streets because they possess little economic security."[16]

> ***"Homelessness, of course, is nothing more than the most radical symptom of everything else that has not worked, the most dire example of poverty caused by any number of things--bad housing, bad education, bad industrial development and so on."***
>
> ***Robert Hayes***

Hopper refers to a decline in real wages in the 1970s though median household income held its own against inflation because more households had more than one wage earner. Unemployment reached recurrently high levels. With "deindustrialization," large numbers of workers were laid off. The average duration of unemployment increased and percentage of jobless collecting unemployment benefits dropped.[17]

Public assistance policies. Inadequate public benefits for those in need contribute to homelessness. Though the federal government has a major role in regulating aid for the poor, states make choices that shape the amount and type of assistance available. In many, entire categories of households do not get state assistance, and virtually all people getting help still have total incomes far below the poverty line.

The elderly or disabled can receive a minimum federal Supplemental Security Income (SSI) benefit of $340 a month and food stamps, but this assistance still puts the recipient 15 percent below the poverty line. Ohio is not among the 27 states that supplement SSI benefits.[18]

For persons who do not qualify for Aid to Families with Dependent Children (AFDC) or SSI, Ohio provides $136 month in General Assistance (GA). Just 21 states have some type of similar assistance program, but 13 help only the disabled and elderly.[19] An Ohio GA recipient staying in a shelter or otherwise homeless has a $68 housing allowance taken out of his check.

The overall impact of benefits such as AFDC, General Assistance, SSI and unemployment insurance, was much lower in 1986 than in 1979. In 1979, for instance, cash assistance programs brought out of poverty nearly one of every five families with children who would otherwise have been poor. In 1986, the benefits lifted only one in nine from poverty. In 32 states, the maximum AFDC cash benefit for a family of three with no other income is below 50 percent of the poverty line.[20]

Mental health care policies. In the early 1960s, following the introduction of drugs and other advanced treatments that made it possible for the mentally ill to live outside institutions, residents began to be discharged. The plan was to serve them at community mental health centers, but many of these facilities did not materialize. Many patients who could have lived productively with the support of such a center were not successful without it. As inexpensive housing made way for new developments they suffered. If they had to go back to a hospital there was no place for them once they got out again. The development of community-based residences for the mentally ill has never been adequate. There is need now to establish a network of community housing with strong linkages to mental health services.

Size of households. It's suspected that homelessness correlates strongly with unemployment and increases in single-person households.[21] In the 1960s the poor included a large number of intact families and elderly persons. Now most are single parents and their children. This decreases turnover in public housing occupants.[22]

Immediate causes

Losing a job, domestic violence, family dissolution, losing public assistance benefits, and eviction are frequently the immediate reasons for a person's homelessness. Other causes include drug and alcohol abuse, physical illness and discharge from mental health, correctional or other facilities. A proportionately small number "hit the road" to escape conflict or simply out of a desire for adventure.

Mothers of children under age 18 were interviewed in five family shelters in Los Angeles County, Calif., on why they were there. For most women, it was a process. Most were poor long before they became homeless; they had often been barely "making it" for some time. Then on top of it all they experienced an adverse event-- either economic or involving a relationship.[23]

Diversity in Population

Stereotyping inappropriate

With the increase in "shelter families" and farmers who have lost their homesteads, the public has begun to recognize that it is unfair to characterize homeless people as vagrants and crazies. The new homeless are relatively young and more likely to be female than in the past. Minority groups are over-represented and transience is not a universal characteristic.[24] They are increasingly diverse. A "Myths and Facts" chart about homelessness in Ohio suggests the difficulty of stereotyping the homeless. Most are not alcoholic or mentally ill, many work; the average age is 34.

MYTHS	FACTS
Homeless people are middle-aged or older	Median age of homeless people in Ohio is 34.
Most homeless people are alcoholic or mentally ill.	In an Ohio study about 1 in 5 reported drinking frequently. One-third suffer from serious mentally illness.
The homeless population has not changed from what it has always been.	Only 1 in 4 homeless people in Ohio were homeless for more than a year.
Homeless people can be taken care of by their families and friends.	Some 64% did not have relatives they could count on for any help. About 60% said they had no friends or could not count on them.
People are homeless by choice.	More than half cited some economic reasons for their homelessness, while only 6% said they just like to move around.
Shelters are "meccas", attracting the homeless. "Homeless people come from somewhere else."	Most homeless people (64%) are homeless in the area where they have lived for a year or longer.
Homelessness is not a big problem and it is not as bad as it was a few years ago.	The homeless cannot be accurately counted. But homelessness continues to grow by 20% a year, according to the U.S. Conference of Mayors. It is estimated that 140,000 different people in Ohio will experience homelessness during some part of 1988.
Homeless people are just lazy. "Why don't they just get a job?"	In Ohio over 48% had worked within the year. Many shelters report that about 1 in 4 are currently working. Often the jobs are minimum wage, part-time or temporary.
Homelessness is only a big-city problem.	People in rural areas in every quadrant of the state are starting projects to help the homeless. About 1 in 5 homeless persons interviewed in the Ohio study were in rural counties.
Homeless people are normally men.	The fastest growing subgroup of homeless people are women and children. Even in 1984, 20% of the homeless in Ohio were women. The National Coalition for the Homeless estimates there are 500,000 homeless children in America.[25]

Many groups to be served

Obviously, service programs can be aimed at many subgroups in the homeless population, for instance:

Families. Families with children are on the increase among the homeless (The U.S. Conference of Mayors December 1987 study found that in all but one of its 26 survey cities, the number of homeless families rose between 1986 and 1987. In 71 percent of the locations, families constituted the largest group for whom emergency shelter and other services were lacking. Similarly, the National Coalition for the Homeless cites the rise in families with children.) An estimated 500,000 American children are growing up uneducated and unhealthy because of homelessness. Without the security of a home, children may revert to crawling and bed-wetting, are either aggressive or withdrawn. A Harvard Medical School study of 82 homeless families showed that youngsters moved a minimum of five times and that nearly 60 percent of families were homeless because they could not pay their rent.[26]

Women may comprise 15 to 25 percent of the population.[27] Many have children, are victims of abuse, or suffer because of adverse economic factors. Homeless women feel more "out of place" than homeless men, according to one researcher.[28] Yet, those with children were more emotionally stable than those who had none.

Youth. Unaccompanied homeless young people, including rural youths, is a serious problem. There is no typical runaway but some flee dysfunctional families and stressful surroundings. Some were removed from their families by authorities, who deemed the family abusive or negligent. Then, the young people suffered repeated placements and eventually were thrown out, reached maturity, or were lost by the social service systems. In 1984, the National Coalition for the Homeless, seeing that many New York City homeless were people coming out of foster care, successfully got an injunction to require that older children in foster care be provided minimal training for independent living.

Mentally ill. A significant portion of the homeless have experienced emotional or mental illness. One U.S. Mayor's Conference study found that an average of 23 percent in survey cities were mentally ill.[29] In Ohio, nearly 30 percent had been hospitalized at least once for emotional or mental health problems.[30]

Mental health services and health care for the homeless were available in the 26 U.S. cities surveyed in December 1987 Mayors' Conference study. However, only two cities reported that existing mental health service are able to meet the need.

> *"Reverence for life comprises the whole ethic of love in its deepest and highest sense."*
>
> *Albert Schweitzer*

Persons with Acquired Immune Deficiency Syndrome (AIDS). Several groups among the homeless are vulnerable to the spread of AIDS and HIV (Human Immunodeficiency Virus)-related disease. A June 1988 Presidential Commission Report points out that they include drug addicts and their sexual partners, persons highly susceptible to infection because of debilitated health, and runaway youth who turn to prostitution to survive.[31] Some PWAs (Persons With AIDS) may have become homeless because of job discrimination and inability to work.

PWAs cannot survive very long on the streets. The Presidential commission reports that they need a stable environment, medical care and education to prevent the spread of their disease. Shelters obviously cannot meet their needs, and housing is less available to those with AIDS and related infections than the rest of the homeless population. The commission refers to a few AIDS facilities. (In New York, scattered-site apartments, and the 44- unit Bailey House; in San Francisco, the Phillips Hotel with 33 single-room occupancy units.) The report points out that the 1987 Stewart B. McKinney Homeless Assistance Act can potentially provide funds for development of transitional and Section 8 Moderate Rehab. housing for PWAs. Another funding source might be federal Community Development Block Grants to cities.

Other target groups

In your community you may discover and document the need for a program targeted at one of the following groups within the ranks of the homeless:

Single men
Persons recuperating from physical illness
Abused women & their children
Pregnant women & teens
Young people without job skills
The elderly
Adults who want to find employment
Substance abusers
Immigrants
Children, including infants
Veterans, especially Vietnam era
Ex-offenders
Physically handicapped persons

Angeline's Day Center for Women, Seattle, Wash.

Operated by the YWCA of Seattle, the Angeline's Day Center, in an abandoned warehouse shared with a food bank, was opened in late January 1987, after three years of planning. It serves homeless women who are not being reached by shelters or other social service agencies, in a city where many shelters require that their guests be out during the day.

In planning the drop-in center, organizers went to the streets to ask homeless women if the center would be a good idea, what it should include and how it should look. Conversations resulted in a safe, warm place with free coffee--where no questions are asked of guests. At the center there is no intake process. Instead an effort is made to build trust with the women patrons and "let them be themselves." The hope is that this approach will eventually lead to improvements in the quality of their lives. "It has been working," Program Director Mona Tschurwald said.

Angeline's Day Center includes a large room with areas to sit, watch TV and enjoy coffee, tea and snacks. There is also a quiet room with a cot and a couch, where someone can sleep. The emphasis is on bright, cheerful, clean surroundings. And, the resident cat can be calming for some, Ms. Tschurwald said.

Some 50 women, aged 18-82--including lonely and isolated individuals from apartments--are seen daily by two staffers and a Jesuit volunteer. The second step involves one of the workers running a hygiene center offering showers and laundry facilities. The next step is transitional housing. Mary Hess, who spearheads the project, dreams of having a continuum of services.

Staffers offer information on city services and make referrals, do crisis counseling and active listening. Clients can use a phone free of charge, and receive incoming calls. A nurse serves clients one and a half days a week. A mental health worker comes twice a week to do individual counseling and help women obtain public assistance benefits. An employment counselor is available four hours a week to help with job placements.

Ms. Hess directs the YWCA shelter program after extensive experience with the chronically mentally ill. A Seattle native, she had done agency work some 18 years, and participated in a number of coalitions before launching Angeline's Day Center. After she noticed that more and more women were on the streets and using building lobbies to keep safe, she did a needs analysis. On her own time and work time she contacted some 25 agencies who deal with the homeless. She also was a member of the mayor's task force on homelessness and successfully worked to get the day center as a priority goal of this group. She talked with county and city government people to win endorsements for the project. She pressed.

Feeling that the backing of a credible agency was necessary to show the center was necessary in approaching potential funders, she went to the YWCA board with her proposal.

The program was hard to sell locally despite the needs survey, she recalled, since no one wants to fund something unless they are assured of results. Funding eventually came from Community Development Block Grants (CDBG) funds and private donations.

Finding a location was tough. It took one year to negotiate for the present site, which is shared with a food bank. Ms. Hess had an idea of desired shelter size when she started looking for a place. Since business space is costly, the plan was to lease. She approached different developers and made attempts to obtain two other sites before gaining use of the warehouse. Participating in the negotiations were a realtor, who volunteered time; a representative of the food bank and a member of the city department of community development.

Ms. Hess is now writing grant proposals and doing fund-raising for the center. She recalls an obstacle in the initial development stage was the day-to-day up and down in taking little steps to get what she wanted. She became depressed, especially dealing with building code questions. But her supervisor at the YWCA was supportive and did a lot of problem-solving with her. Ms. Hess suggests a team approach to development in order to have personal support daily.

In retrospect she would have liked to have known business approaches to development, not just social service approaches, as well as the business community itself, the right questions to ask, lease language and agreement types and real estate language.

The center has received good coverage in the news media.

"We're pretty much set and now need more space," Ms. Hess said.

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2. *The Homeless Crisis from a Rural Perspective* (Washington, D.C.: Housing Assistance Council, Sept. 30, 1987).

3. *Rural Homelessness in America: Appalachia and the South* (New York: National Coalition for the Homeless, November 1987), 4.

4. "Program Helps Farm Families Adjust to Cities," *Minneapolis Star and Tribune*, 16 February 1987, 15.

5. Roth, Dee and others, *Homelessness in Ohio: A Study of People in Need* (Columbus: Ohio Department of Mental Health, February 1985).

6. Clay, Phillip L., *At Risk of Loss: The Endangered Future of Low-Income Rental Housing* (Washington, D.C.: Neighborhood Reinvestment Corporation, May 1987), 1.

7. Isaac Shapiro and Robert Greenstein, *Holes in the Safety Nets, Poverty Programs and Policies in the States, National Overview* (Washington, D.C.: Center on Budget and Policy Priorities, April 1988), 69. The Low Income Housing Information Service issues the Rental Housing Crisis Index. The index's "very low income" renter households cover those with incomes at or below 50% of the median *renter* household income in a state. "Very low rent" housing units rent for no more than 30% of the income cutoff for "very low income" renters.

8. National Low Income Housing Coalition

9. Ohio Housing Finance Agency

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29. Reyes, *Ibid*., 2.

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III. Shelters, a Stopgap Measure

When asked in 1987 if more shelters were needed in Colorado, an advocate for the homeless recalled five recent deaths of Denver street people. "If people die or get frostbitten or sleep in the streets, there is need for shelter," she admitted--at the same time stressing her bias for dispersed housing rather than larger shelters.

Many communities either lack places of hospice for homeless people, or do not have enough facilities to meet the need. In the Summer of 1988, for instance, none of Ohio's major cities had adequate emergency shelter space. In Detroit, over a three year period, COTS (Coalition on Temporary Shelter) had to turn away nearly 3,700 persons because of lack of room even though the organization had expanded.

Shelters, One Step

Emergency shelter may or may not be the most appropriate way to assist a community's homeless persons. Temporary shelter is just one phase in what should be a comprehensive approach to dealing with homelessness. A widely accepted approach is a several-tiered system involving homelessness prevention, emergency shelter, transitional housing and permanent housing with supportive services.

Minimally, in one concept, the first stage provides service basic to survival and stabilization. Level two involves counseling and information and referral about community resources. The third level includes transitional housing, job training and placement and various kinds of skill development, including literacy training. Level four is permanent housing, supported by employment or other stable income. (See discussion of levels of service below.)

Shelter operators must gain an understanding of what it takes to be successful at each stage. Success at level one, for instance, can be "getting some one out of the elements and giving them a decent place to be."

Here is a housing continuum that from Minnesota shows many types of living arrangements possible for the homeless and formerly homeless.

CONTINUUM OF HOUSING FOR THE HOMELESS

EMERGENCY SHELTER	TEMPORARY/TRANSITIONAL HOUSING		LOW COST HOUSING
Overnight Shelter	DEPENDENT	INDEPENDENT	Subsidized Housing
24-Hour Shelter	Board and Lodge	Transitional Housing	SRO Housing
Battered Women Shelters	Board and Care	Shared Housing	Co-op Housing
Runaway Youth Shelters	Supportive Living Residence	Rent Subsidy	Rental Market
DETOX	1/2 Way Houses		
Voucher to Motel			
Crisis Unit			

TYPES OF TRANSITIONAL HOUSING

1. Program rents property
2. Program owns property
3. Program subsidize rent agreement in client's name
4. Shared housing
5. Program assists clients leaving a dependent living arrangement into an independent setting

Developed by the Minnesota Coalition for the Homeless, January 1985. Used with permission.

Goal: Continuum of Services

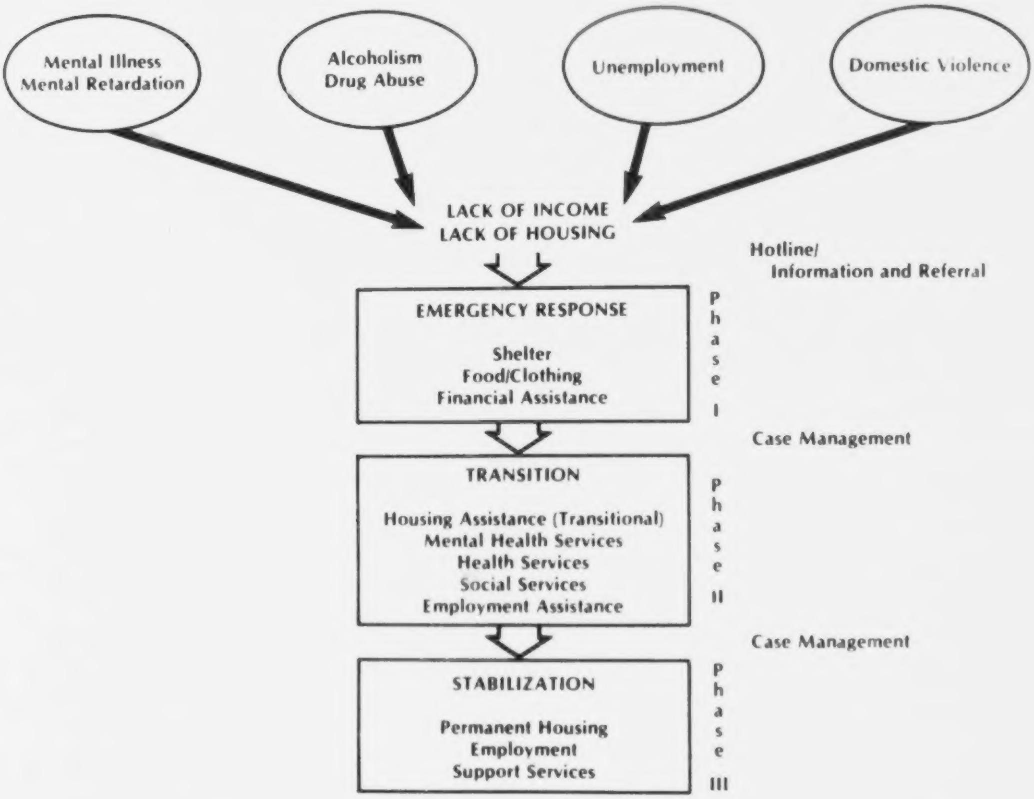
In planning projects for homeless people, it will help to chart the levels of service and housing it will take for the community to respond to their emergency, rehabilitation and stabilization needs. Below is a continuum of service model from Massachusetts that emphasizes the need for case management services to prevent a person from falling back into homelessness.

A five-stage housing model, developed by the Salvation Army and the Community Development Agency of St. Louis in 1981, is the basis of a continuum of services for homeless families. The five stages offer counseling, training, housing relocation and support for self-help. The first stage, prevention, focuses on various types of financial assistance and counseling. In the second stage-- crisis--families get shelter and a service plan. The stabilization phase concentrates on support services and transitional housing; the relocation stage, on placing families into permanent housing; and follow-up phase, on re-intergrating them into the community. In this fifth stage, a caseworker meets with the family monthly for the first three months and at the end of the first year to assess stability and need for other services. Salvation Army transitional housing, located in a public housing complex, serves ten families at a time for up to six months. They receive employment assistance and participate in group meetings on parenting and coping skills.

Many Ways to Assist

A myriad of programs figure into prevention and solutions for homelessness. Here are just a few.

HOMELESSNESS: A CONTINUUM OF SERVICES


Mental Illness
Mental Retardation
Alcoholism
Drug Abuse
Unemployment
Domestic Violence
LACK OF INCOME
LACK OF HOUSING
Hotline/
Information and Referral
EMERGENCY RESPONSE
Shelter
Food/Clothing
Financial Assistance
Phase I
Case Management
TRANSITION
Housing Assistance (Transitional)
Mental Health Services
Health Services
Social Services
Employment Assistance
Phase II
Case Management
STABILIZATION
Permanent Housing
Employment
Support Services
Phase III

Reprinted, by permission, from Nancy K. Kaufman's "Homelessness: A Comprehensive Policy Approach," Urban and Social Change Review 17 (Winter 1984), 21-26.

Sample projects

Mortgage and rent assistance. Started in 1984, the Homeless Prevention Program of the State of New Jersey assists non-public assistance recipient households in temporary crisis that has resulted or may end in homelessness. In 1987 some $3.1 million was appropriated for mortgage and rent arrears, temporary rent subsidies and security deposits. Nearly 2,800 households were helped during the previous year at an average cost of $1,100 each to the state.

Prevention for those at risk. Housing Alert in New York City targets AFDC recipients who may be at risk of losing their housing due to insufficient income or other factors. Families are identified by the frequency of their moves and periodic loss of public assistance benefits. Interviewers try to get them other benefits to provide babysitting, food, etc., and clients can also work with a housing specialist. Baltimore's Neighborhood Progress Administration has designed an effort to prevent poverty from continuing from one generation of a family to the next. The administration's pilot Family Development Center is aimed at households in an 805-unit public housing building. The idea is to offer them a continuum of services including employment training, day care, parenting education, etc., through a case management approach. All members in the first 50 families who volunteered for the program must participate in it.

Specialized shelter facilities. In Tacoma, Washington, for instance, Logos House accommodates people waiting for admission to chemical abuse treatment facilities. The Atlanta, Ga., Children's Shelter offers day services to youngsters of homeless families. In New York City, a transitional housing unit planned for physically disabled homeless, in particular those recently released from hospitals would have programming in several languages and sign language. Equality House there was designed for residents of Chinatown and the Lower East Side who might face cultural barriers in other shelters.[1]

Loan programs. Deborah's Place, a Chicago women's shelter has a small revolving rent fund to help patrons move into housing. Generally the repayment schedule is set a few months after the woman moves. As part of the loan agreement, a recipient is required to meet with a housing coordinator twice a month.

Sponsorship of homeless. Project Potential of Lutheran Social Services (LSS) of Central Ohio is an employment assistance project aimed at jobless, homeless and nearly homeless families. Volunteer Lutheran congregations adopt a displaced family in the manner in which churches sponsor refugee families. A church receives case management assistance from LSS in providing the family with support and intervention necessary for them to regain independence. The Homeless Families Foundation, Columbus, Ohio, is a voluntary group that puts homeless women and their children into rental housing and provides financial and other material assistance and ongoing personal support for one year. The foundation's volunteer bookkeeper visits families regularly to provide guidance with household budgeting.

Other initiatives dealing with homelessness include anti-housing displacement projects, tenant-landlord advocacy, furniture acquisition and moving services, employment projects and many more.

Groups serving comprehensively

Some organizations have developed several levels of housing and services, for example:

Skid Row Development Corporation, Los Angeles, sponsors a medium-term shelter with extensive support services called Transition House, for 94 men and 38 women. In addition, the non-profit corporation runs the 138-bed San Julian shelter for overnight guests, and corporation businesses help support the two facilities and employ local people. The corporation also has 17 apartments--Moving-on Housing--for low income residents, and planned to open a Single Room Occupancy hotel.[2]

HOME (Homeworkers Organized for More Employment) was started in 1970 in Orland, Maine, to market products from cottage industries. HOME now includes a land trust for the building of houses, a shelter for battered women and children, two shelters for homeless families and apartments for the elderly. People have homesteaded there, found shelter and formed community with the neediest.

> ***"'There is a maturing process in our field,' said Robert M. Hayes, counsel to the Coalition for the Homeless. 'We are focusing on the most significant remedies. For the past seven years I have been pushing for the creation of a shelter system, the only aspiration now should be to shut it down.'"***
>
> *New York Times, Nov. 23, 1987*

Burnside Community Council is the nonprofit, grassroots umbrella organization for a number of housing and related services in Portland, Ore. Burnside includes Baloney Joe's, a community center and shelter with 150 beds, the West Women's Hotel and Emergency Shelter for women and their children and the New Start transitional housing effort. BJ's Kitchen serves two meals a day, the Eastside Community Clinic and dental and eye clinics meet medical needs, a Children's Program provides day care and other services, and the Burnside Job Corps offers employment assistance. Burnside also publishes "These Homeless Times," and is involved in a social work and inter-faith mission program.

Martin Luther King Center was started in the late 1960s in Tacoma, Wash. to provide emergency assistance in a low-income, inner-city neighborhood. The organization had a history of lodging people in cheap hotels with vouchers before its Last Chance Shelter, a night facility for 75, was started. The staff includes persons who once came to the center looking for jobs. Today the center's continuum of housing services includes: Mandela House, short term housing for eight women; Sojourner Housing, 40 emergency beds for families, single women and handicapped men; transitional housing, rental units for seven families; and Project Second Chance, housing up to 50 families for up to a year through Section 8 certificates (to subsidize rents in the private market), and providing supportive social services.

The center has been involved in starting a nonprofit private housing development corporation to rehabilitate 18 units. It also sponsors Martin's Farm, a small truck farm, that provides part- time work to some 60 persons annually, as well as produce for a local food bank and income for the center.

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IV. Shelter Development Action Steps

1. Structuring the Organization

Groups responding to homelessness generally grapple with choosing an organizational means of developing their ideas. They may convince human service agencies (that already have credibility in the community, and access to the funding pipeline) to address homelessness, or they themselves may form a coalition or agency. It may be necessary to form a legal entity in order to secure support, hire staff and purchase or lease property. Some grassroots groups addressing homelessness seek to avoid internal structure and formal legal existence. Few, however, find it is possible to institutionalize their efforts without legal organization.

Shaping the Organization

Organizational structure will determine to a great extent how the group can function and how it will be regarded in the community.

For-profit corporations have not been used a great deal as vehicles for shelter development, though low-income housing projects, hotels and other SROs are often run as for-profit ventures.

Many organizations opt to establish non-profit corporations (which now constitute 25 percent of the U.S. Gross National Product). In this type of entity: 1) Revenues exceeding expenditures during a given year will not be taxed if reinvested in the corporation; 2) solidarity of board members can be expressed in the form of a voluntary board of directors (trustees) that owns the assets and controls operations; 3) board members who perform their duties in good faith and with reasonable care are protected from personal liability as the result of actions or neglect by the corporation. In addition, many private donors will give only to non-profit ventures.

The non-profit route has some limitations, mainly related to boards of directors. Developing a board is time-consuming, for instance, and the members cannot be paid. The board may be expected to represent diverse elements within a community, and thus may evolve in a direction not intended by the organization's founders. In addition, politics underlying receipt of certain kinds of funding may control some appointments to the board.

Incorporating as a Non-profit

Incorporation requirements for non-profit and for-profit organizations are spelled out in state law. Early in the incorporation process, legal service is recommended, but an experienced non- attorney can prepare and file articles of incorporation with the state. Appendix 1. shows articles of incorporation that comply with Ohio law, and led to eligibility for tax-exempt (501(c)(3)) status with the Internal Revenue Service (IRS). In Ohio, articles of incorporation are filed with the Secretary of State. There is a small one-time filing fee.

In general, care should be given to the purpose statement required in the articles of incorporation. The purpose clause affects the IRS tax-exempt determination, and, if not written for flexibility, could restrict activities of the corporation.

The incorporators become the initial board of directors. To function effectively and fulfill the law, the board will approve a set of governing rules known as bylaws or the constitution or code of regulations. The bylaws lay out procedures for operation and must specify the number and duties of officers and the method of electing members. See Appendix 1. for a basic set of bylaws covering main concerns.

Once bylaws are adopted, the incorporators can elect a full board and officers, moving the corporation toward full function.

Forming a Board Of Directors

A board of directors works only as well as its officers, committees and hired staff. Technical help in developing boards is often available through the United Way network that has launched volunteer development agencies. Volunteer centers in Ohio are located in Akron, Bowling Green, Cincinnati, Cleveland, Columbus, Dayton, Hamilton, Lebanon, Medina, Newark, Sandusky, and Toledo.

In the selection of board members, the candidate's potential financial and professional contributions are often considered. Ideally, board members believe in the organization's mission and are willing to become involved in appropriate managerial activities, including fund-raising and long-range planning. Boards of shelters have included the homeless and formerly homeless, in part to gain their perspectives in decision-making for the organization. Bylaws of Samaritan House, an emergency housing program for up to 30 women and their children in Lima, Ohio, stipulate certain agencies/bodies be represented on the 16-member board.

The primary role of the board lies in policy-making, rather than in day-to-day operations. In many states, unpaid board members and other uncompensated volunteers of non-profit, charitable organizations possess qualified immunity from personal liability.

Often boards have standing committees in addition to the Executive Committee, which is comprised of the officers. Types of committees include nominating, finance, personnel policy, and program. Board members may be required to serve on one committee in addition to attending full meetings of the board. Terms may be staggered; there may be an absence policy. In general, board members should be notified, preferably in writing, of what is expected of them--hours or days per month to be given to the organization and so forth.

Paid staff and the board can develop a board manual as a common base of information and understanding. The manual should include: History of the organization, bylaws, goals/objectives, responsibilities of board members, organizational chart, list of members/ staff, committees, board calendar, list of programs for current year, operating policies, sources of funding, annual audit, an evaluation plan, board orientation and training guidelines, job descriptions of key personnel, budget, and personnel policies.

Typically the board hires only the executive director of the organization--who employs and supervises other staff members.

It remains a constant challenge to recruit, educate and motivate the board. It is wise for an inexperienced group to study the composition and procedures of similar, established bodies before proceeding to develop its board.

> ***"We need to begin to think about our priorities so that soon we will not even think of a ladder that ranks people from top to bottom on the basic needs of life.***
>
> ***There is no reason why we cannot make [a]...binding commitment in Iowa today -- and ideally in the nation -- that housing, food and the necessities of life are things that every person deserves for no reason other than being a human. If we would commit ourselves in the same way to this idea, the next generation would not have to have conferences, workshops and seminars on poverty and homelessness. Instead, homelessness and poverty could be a topic for a class in American and world history -- where it rightly belongs."***
>
> ***R. Dean Wright***

Becoming Tax-exempt

To receive a tax exemption as a charitable organization under Section 501(c)(3) of the IRS code, a nonprofit must fill out an application on Form 1023 of the IRS--preferably with legal and accounting advice. An SS-5 must also be filled out for an employer identification number. IRS forms are available by calling 1-800-424-FORM toll-free. It is advisable to file the application within the first year of incorporation with the idea of gaining provisional tax-exempt status, though some groups wait until they have developed an history of operation--say 15 months-- before submitting a form.

Provisional applicants must consider restrictions imposed by the 501(c)(3) status: 1) Board members cannot serve as paid staff (although a Board attorney, accountant, etc. can receive occasional fees); 2) No "substantial" part of organization activities can consist of carrying on propaganda or otherwise attempting to influence legislation, nor can the group endorse or work for political candidates.

Non-profits receiving federal funds cannot use this income source for lobbying or certain political activities. But regulations do not affect activities supported by other funds. Organizations that may be able to help answer questions regarding lobbying include the American Civil Liberties Union, Common Cause and the League of Women Voters.

Typically the IRS seeks information from an applicant and reaches a decision on granting 501(c)(3) status within three to four months. Donations given to the applicant during the time when approval is pending become tax-deductible when 501(c)(3) status is granted.

For groups operating with provisional tax-exempt recognition, the IRS will often audit financial records and evaluate program history within a year or two of its initial ruling to determine if the organization is truly tax-exempt.

Becoming tax-aware

Non-profit, charitable organizations do not have to pay federal income tax, and may be eligible to purchase goods and services tax-free. They are also exempt from federal unemployment tax. Ohio organizations that believe they are entitled to sales tax exemption on particular purchases complete exemption certificate forms specifying the claimed exemption and give these to vendors from whom the purchase is being made. To be exempt, a group must be nonprofit as well as operated "exclusively for charitable purposes" (section 5739.02 Ohio Revised Code).

If the organization is an employer, it will pay half of workers' social security taxes and all of the workers' compensation and state unemployment taxes. Employees are subject to federal income tax and sometimes state and city income taxes, which the organization withholds from paychecks. The chamber of commerce in any city should be able to refer tax inquiries to appropriate resources. In addition to various forms required to be filed related to income and other taxes, tax-exempt organizations annually file IRS Form 990, the informational tax return. Also, most states, including Ohio, require filing of the 990 form with an appropriate state agency. In Ohio filing is done at the Attorney General's Foundation Section. For answers to tax questions, the IRS has many free publications which are also available at public libraries.

Mailing at special rates

The U.S. Postal Service issues special permits to qualified non-profits, allowing bulk rate mailings at lower than first-class or ordinary bulk rate postage costs. Applications for permits as well as bulk rate mailing regulations can be obtained from the local main post office. You may also want to check on the use of prepaid return envelopes for mail fund raising and other purposes.

Reporting about Fund Drives

Organizations should become informed of local and state rules on charitable solicitation and reporting. Solicitation permits may be required. In Ohio, groups must register with the Attorney General's Office to solicit funds in the state. They also require an annual report describing such soliciting.

2. Planning and Developing the Project

Approaches to Start-up

Developing the shelter involves having a vision and translating it into a specific project. Development will include hunting for a building or vacant land, planning rehabilitation or construction, financial planning, securing financing, forming a management plan, developing a board and staff and doing community relations. In engaging in development work, the organization will have defined its tax and legal structure (See "Structuring the Organization" above) to suit its purpose and be engaged in fund- raising. In development, each component goes on simultaneously.

It would be good to have a team--a committee--rather than an individual handle development tasks. The team approach can provide more contacts in the community, more energy and expertise, a system of checks and balances, perhaps more credibility to outsiders, and it can be a mechanism for dealing with depression and frustration over delays, failures, etc. Early in its work, the team may have to meet daily. It is important that these organizers be able to demonstrate to funders, agencies and others that they can accomplish their project by presenting their abilities, experience and training. LaPuente, a shelter in Alamoza, Colo., was launched by a committee that met weekly for some four months; members were allowed released time from their employers. After that a task force met weekly. One of the agencies represented had experience in launching projects.

Eventually you will be faced with deciding whether you select a development strategy of complying with all the rules and conventions of doing business in a particular community or whether to take chances by plunging ahead, getting the doors open somewhere, and risking the consequences. Both approaches (and various combinations) have been tried with success.

"We are moved either to 'redeem' the homeless or to punish them...almost every one of our strategies for helping the homeless is simply an attempt to rearrange the world cosmetically, in terms of how it looks and smells to us. Compassion is little more than passion to control."

Peter Marin.

In pursuing standard development, you will want to tap professionals for services--an attorney, accountant and architect. Legal help generally is needed in negotiations with sellers, lenders and city agencies, as well as in preparing contracts, agreements, incorporation papers, zoning and variance requests. Accounting advice is warranted in dealing with tax implications of a project. An architect's or, possibly an engineer's or builder's services are needed for site inspections, drawings, written specifications and supervision of construction to meet building codes. Professionals may donate services or be willing to delay payment.

An organization will also be wise to gather information and ideas from other shelter operators, especially those running facilities like the one proposed in geographic areas of the same size. The Homeless Information Exchange (See National Resource Organizations) offers information on various types of shelters.

Purpose Setting

Your vision for the shelter will be rooted in needs seen in a particular group of homeless individuals (e.g. single women with children). Shelter organizers cannot have a fuzzy vision for their project. They need to be able to state succinctly what they propose to do, who they will serve, why and how. Since organizers will have to tap the community for help, they need to justify their particular approach to the local problem of homelessness. The purpose of the homeless program shapes its form to a great degree. Once an assessment of what is needed for local homeless persons has been accomplished (See below), you should be able to relate what you hope to do.

The Open Door in Atlanta, Ga., for instance, is primarily a "residential Christian community," whose members strive to serve people in prison as well as the homeless and hungry on the streets. They carry out their purpose from an old apartment building, offering hospitality overnight or longer to homeless people, and welcoming them several times a week just for showers and a change of clothing. The Open Door also runs a soup kitchen, cooking large breakfasts served in an Atlanta church basement. Members visit death row inmates and work to end capital punishment, as well as doing street advocacy to help the homeless.

Similarly, many Catholic Worker communities open their houses to those in need. Often live-in volunteers, they expand the community to include the homeless, with the purpose of seeking justice for the oppressed as part of their religious or humanitarian calling.

In another situation, the purpose may simply be to provide minimum necessities for physical survival. This was the case in the early history of large, open-nights-only facilities in cities where guests got a mat on the floor and access to showers. In a rural area, where there are no soup kitchens and few social service agencies, the purpose of meeting survival needs is often handled in shared living arrangements in a large house. There, men, women and families stay in separate bedrooms, do their own cooking and handle the upkeep of the house.

At Fairfield County Emergency Shelter, Lancaster, Ohio, the main goal is to have guests achieve independence and the secondary goal is sheltering. As a result, every guest must meet with a case manager twice a week so they work at getting out of the shelter and into permanent housing.

Obviously, shelters will differ according to their specific purpose, the population housed, situation in the local community and many other factors.

Dorothy Day Terebinth Farm, Hawley, Minn.

"Now I feel I have something to offer (the alcoholic)," Barb Martens said of Dorothy Day Terebinth Farm in Hawley, Minn.

The 54-acre "hobby" farm near the North Dakota border is the result of frustration in dealing with long-term street people, especially alcoholics, at Dorothy Day House in nearby Moorhead, Minn. Ms. Martens, director of the house, explained that they would come to the shelter but end up on the streets again.

The farm has a five-bedroom house, a pole barn and two lakes. It was opened in 1987 initially with four community members and a staffer (a seminary student). The farm operates in the Catholic Worker tradition--accepting people as they are and giving them a place. It is especially geared to those who have been in alcoholism treatment centers or hospitals. Community members are expected to work on the farm up to their ability.

Already some have been hired to do work in the immediate area. The plan is to economize through use of produce from the farm and also to send food to hunger projects. The physical plant includes a woodshop and it is hoped that volunteers will teach residents woodworking skills.

The project was developed over a two-year period at a time when Dorothy Day House was dealing with 25 to 35 guests instead of a customary ten. The house received more financial contributions than it was using, so money was set aside for another shelter project.

The board that oversees the house and farm looked for a site and met with opposition with two locations. For the present site, they went to local clergy for help in paving the way, and ministers did some education work with their people.

The farm is being purchased with Hands Across America funds and other grants from a member of the board, who acquired it with a bank loan. Operational cost is kept low because the one staff member receives only a stipend. Ms. Martens observes that "The farm is less expensive than putting people into institutions."

Needs Assessment

A needs assessment process is generally undertaken, helping a sponsoring organization answer the following questions:

1. The population to be served: Men,

women, children, families (Intact? Mothers with children up to a specified age?), the elderly, teens and young adults, substance abusers, the mentally ill, etc.

2. The number of occupants the shelter will have
3. Length of stay of guests
4. Hours of operation
5. Concept of how the program will operate
6. Social services desired
7. Size of staff
8. General location for facility

Ways to get information

Some ways ascertain the need for a shelter program include:

Contacting the local and/or state homeless organization (See Appendix for list of state-level organizations.). More than 20 states and numerous local communities now are served by coalitions that may be a source of statistics on homelessness, technical assistance and moral support.

Serving homeless persons. Two women staffers of the Greater Jackson (Tenn.) Churches Fund for Emergency Relief recognized the need for emergency housing in dealing with men who came to their office for assistance with food and medical and dental care. They contacted the owner of an empty church and quickly opened an overnight shelter. When some level of need is obvious, getting a program open and seeing who comes may be the best source of data.

Interviewing "key informants" on extent of the problem, the number, sex and ages of homeless they see, their perceptions on why existing programs for the homeless do/do not work well, the gaps in service. Key informants include social service agency staff, health care personnel, police, charitable organizations, jail workers, local shelter staffs, the telephone information and referral service, or crisis line, welfare office, mental health centers, legal aid society, emergency food programs, housing groups, neighborhood organizations, churches, hospitals and health clinics, businesses and politicians.

Estimating the demand for shelter service through a survey administered at local shelter, community action agency, day drop-in centers, soup kitchens, health clinics and so forth. For instance, to verify that a facility for women and their children should be established on Cleveland, Ohio's East Side, staffers had their survey form administered by two shelters in other parts of town.

Learning about low-income housing options in the geographic area, including waiting lists for public housing, rental locator service, availability of housing vouchers, what percentage of income low- income people pay for rent, and so forth.

Asking how what you propose to do will fit into the framework of other human service organizations in the locale.

Besides helping you think in specific terms, the assessment--through personal contacts you make--can begin to build local community support for the new project.

Data to obtain

Useful data to gather on homeless individuals may include:

sex
age
first-time homeless/vs. long-term
number of days currently homeless
local person/from out of town
history of specific problems
types of assistance needed
reasons for homelessness
source of income
where they've sought help
has he/she ever been turned away from a shelter
number of days homeless

Community Relations

Building Local Support

Organizers need to share their vision for their project with community leaders and be armed to answer their questions about the problem they are addressing, the program they plan and the nature of support they need. To develop support in the community for a shelter, organizers will need to learn:

1. local organizations (professional, service, civic, church, etc.)
2. industries and businesses in the area
3. social and government leaders
4. news media outlets
5. service agencies

This can begin through the needs assessment process (See above). Contact people in the categories above. Arrange meetings with them, if at all possible, to discuss plans for the shelter and assess their reactions. The goal is to build a network of individuals to return to for advice, funding, publicity assistance, and so forth. In the process, request letters of endorsement for use in grant applications and elsewhere.

The personal meetings should uncover public perception of the homeless issue/shelter project as well as ideas on how that might affect fund-raising, revealing those who must be convinced of the worth of the project in order for it to succeed.

Raising awareness

You may have to do some consciousness-raising about the homeless. Gaps in information may have to be filled. In Cleveland, Ohio, for instance, shelter providers called a public meeting on homelessness, and attracted 400 persons and news media attention. In laying groundwork for more aid to the Toledo, Ohio, homeless, social service providers attempted to participate in public hearings on local government spending. They questioned why funds were not being allocated for the homeless.

Hopper notes, "Municipal leadership can play a key role as well in mobilizing neighborhood sentiment in support of emergency relief measures. Educational campaigns stressing the collective nature of the burden to shelter the homeless and the appropriateness of the 'fair share' approach that distributes the burden across different neighborhoods would be especially helpful. In this regard, the role of municipal leadership in championing zoning practices which would permit the siting of shelters, drop-in facilities and transitional residences where they are needed cannot be overemphasized."[1]

Relating to the community

The Community Service Society of New York has published strategic community relations development steps for homeless project organizers. The following are used with permission, from the society's Community Relations Strategies: A Handbook for Sponsors of Community-based Programs for the Homeless.[2] The handbook also carries observations, case studies, a needs assessment survey and reading list.

COMMUNITY RELATIONS STEPS

1) Obtain approval from your agency's board of directors to pursue proposed Project.
2) Form a working committee composed of board members and or community residents to develop and implement community relations strategies.
3) Conduct a community needs assessment.
4) Obtain community input into site selection by:
    - meeting with District Manager of the Community Board (in New York);
    - meeting with local and city housing agencies;
    - meeting with private real estate developers;
    - meeting with community based organizations.
5) Develop community education campaigns (i.e. brochures, mini-proposals, slide show presentation)
6) Presentation of proposed shelter. Provide the community with information about target population, screening policy, supervision, length of stay. Avoid the stigma of "shelter". Too often this word evokes a negative response. Refer to the proposal as a "residence" or housing project when appropriate.
7) Research appropriate zoning and legal issues.
8) Identify and meet with the formal power structure in the community (e.g. representatives of New York State Assembly and Senate, City Council members, the Borough President), to generate support.
9) Identify and meet with the informal power structure in the community (community leaders), to generate support.
10) Re-assess initial strategy. Based on feedback from the community, you may need to restructure the program, taking into account your agency's mandate. (e.g. residents and staff of shelter will be drawn from the community)
11) Following key meetings and re-assessment, send follow-up letters:
    "Thank you for meeting with us. Based on your comments we have decided to...". Maintain these contacts throughout development and implementation phases.
    Community relations strategies must continue through shelter start-up and day-to-day operations.

Dealing with Opposition

Most shelters are established without neighborhood opposition. In fact, many have neighborhood support. But resistance does occur, as it has with locating group homes and other residential facilities for "special populations," as well as low-income housing units. It hardly requires pointing out the extent to which discrimination persists against the poor, blacks, other minorities, the mentally ill, etc., in many American cities. In low-income areas, residents may feel they are the dumping ground for programs not wanted elsewhere. Some people will oppose a shelter because, "The homeless, simply because they are homeless, are strangers, alien--and therefore a threat. Their presence in itself comes to constitute a kind of violence; it deprives us of our sense of safety."[3]

Merchants may say homeless individuals are a deterrent to conducting business. Cities, in fact, have enforced regressive vagrancy laws to move homeless people away from public areas, especially in re-developed downtown areas. In any neighborhood slated for redevelopment, problems for shelter operators will likely be compounded. Shelter organizers could become the object of a court injunction to prevent construction or occupation of a building. In Columbus, Ohio, the renovation of a proposed shelter was stopped for a time in this way.

In order to achieve their desired results, shelter organizations need to be sensitive to the various concerns of the local community. A larger shelter, in particular, may raise some very real questions about safety, trash, noise, increased density, parking, etc. Even if such issues are sometimes a mere smokescreen, proponents must respond to them effectively. However, if organizers allow neighborhoods to dictate where a shelter can be opened, they may be relegated to the most dangerous places or isolated commercial locations, which reinforce the stigma of homelessness. Certainly it makes sense to shelter the homeless near the area where they already reside, so this is a difficult issue.

Approaching the community

Before proposing the actual site for a shelter, you would be wise to gain the endorsement of neighborhood people (preferably some influential ones) for the concept of locating such a facility in the area. "Develop and start a community relations campaign as early as possible. It's better to allow the community an opportunity to assist in site selection rather than present a packaged proposal. However be clear about what it is you want to do and what you want the community to do," according to the Community Relations Strategies handbook.[4]

The authors advise assessing zoning and area commissions and other formal systems as well as informal power brokers, including influential businessmen, in the area where you hope to locate. It is good to become acquainted with the power people, for you may have to call on them for help. It is also key to know strengths, weaknesses and qualities of the community. Knowledge of the neighborhood may lead you to choose a high-profile, low- profile, or effective advocacy approach to community relations.

In one possibility for a high-profile approach, volunteers canvass the area, dropping fliers door-to-door to provide information on the proposed project. Personal visits follow. You invite area people to a public meeting or hearing where the project is explained and feelings about it aired.

Community contact and work are also required in a lower-profile approach, but there will probably not be press conferences or promotional displays.

"In a healthy, compassionate society, there is much interchange between rich and sub-basement level people. These levels get to be with one another and become friends. The poor are no longer shadowy, ghost-like creatures to the rich. The rich are no longer distant power brokers to the poor. The financial and leadership wealth of the rich flows easily downward to alleviate the suffering, but also to eliminate the sub-basement levels. The weight of the rich must not rest on the weary backs of the poor all over the world."

Gordon Cosby

In effective advocacy, organizers are sensitive to legitimate community concerns while defending the right of the homeless to shelter in the neighborhood. The organizers may decide to go in, start the shelter, and prepare to do battle with the neighbors. In this approach, proponents must win the moral high ground in responding to an urgent community need. It may be appropriate to argue that usually homeless individuals seek shelter in the area's abandoned buildings and vacant houses, so the shelter will not "create" homelessness. Proponents may also insist that the responsibility to assist homeless people must be shared by all, and emphasize that it is better to have people in a supervised facility than fending for themselves. This may be effective against fears held by local residents of being approached for a handout or discovering people sleeping on benches, curbs, and front porches. However, opponents may claim a shelter will be a "magnet" to homeless people from other neighborhoods (or even other cities). At this point, advocates must be prepared to demonstrate the extent of existing homelessness in the area. It is essential to get decisionmakers past the denial stage and on to examining pragmatic solutions. One way to affect the tone of the dialogue is for organizers to bring homeless people to meetings--they need to tell their own story.

The needs assessment, discussed earlier, can elicit community perception of the homeless as well as interest people in the project. A shelter may be more acceptable in the community if launched as part of a respected agency. For example, Samaritan House in Lima, Ohio, was planned by the local Churchpeople for Reconciliation and Change that had started some 14 other projects, including low-income housing.

As a strategy, the site can be so chosen that the shelter will benefit local residents in some way. For example, if it is an abandoned building, people will probably be glad to see it fixed up and occupied. The site may also be the location of new services that are for local people as well as the homeless. In the project, you may employ local builders and use local services. In a couple of instances, neighbors asked how a project would help its homeless residents. Neighbors wanted programs that would rehabilitate people, not create flophouses.

Try to present the shelter project to the community in a non-threatening way. Show how it will benefit the area. Marshall the facts. Choose your words carefully. "Shelter" might be too threatening for some; "temporary housing" may be more acceptable. Note that if the building selected is on a corner, there will be fewer adjacent property owners to deal with. If near an established institution (church or hospital) there may be little reaction.

Being a good neighbor

St. Joseph Center, which offers food, job training and other services to the homeless of Santa Monica, Calif., received threats of violence and neighborhood protest, seemingly because it attracted "undesirables". The homeless patrons formed a clean-up crew, ridding the neighborhood of trash and debris. This GRACE (Greater Rose Avenue Community Effort) patrol aroused the interest of local business people, some of whom offered free refreshments to workers. GRACE seemed to raise the self-esteem of the workers themselves.

Men staying at a 35-bed shelter in the South, helped pick up litter in the area and kept an eye on the house of a neighbor who was in the hospital.

The Primavera Foundation, Tucson, Ariz., has successfully dealt with opposition. Before its 70-bed shelter for men opened, the foundation approached city council to note that the location was a high-crime area and that Primavera hoped that the crime statistics would not be used against the project. A study showed that during the first month of shelter operation, crime went down in the vicinity. This was publicized--the foundation is alert to gaining positive media coverage, in keeping with its mission of advocacy for the homeless.

The single most important aspect of winning neighbor support for the Primavera shelter is the busing of guests in and out of the area. Neighbors do not see homeless people gathering outdoors. Guests are picked up at several spots in Tucson, saving them a walk. The shelter has cultivated its closest neighbor by cleaning part of his yard at the time of the shelter groundbreaking, sharing in the cost of a fence he wanted, and donating left-over building materials. The neighbor now provides maintenance for the shelter bus, affording a savings to the foundation. In another approach to local community acceptance, the shelter and the Primavera soup kitchen join in city clean-up campaigns.

Some may fear that proximity of a shelter to a school puts youngsters in jeopardy. However, grade schools have visited the Primavera shelter and helped the project through clothing and fund drives, building good relations. Local high school students have assisted with the intake of shelter guests.

Friends of the Homeless, The Open Shelter, Columbus, Ohio

In Ohio's capital, efforts by a mainstream group to keep an emergency shelter in operation inadvertently led to grassroots advocacy for a second shelter.

A Franklin County commissioner in the summer of 1981 suggested starting a winter shelter to get people out of the cold. The local social service planning body, Metropolitan Human Services Commission (MHSC), met with downtown clergy who recognized the need, but were reluctant to take the lead in developing a shelter. So MHSC formed a shelter coalition by bringing together clergy, major human service funders, county and business people and others.

With some difficulty, the coalition gained use of a vacant bus station. Then, having no luck in finding an appropriate organization to run the shelter, the coalition decided to incorporate as the Open Shelter. The board hired shelter staff and a 24-hour facility opened in late

November 1981. It was filled by the second night and went on to serve 150-190 nightly.

In the spring, local merchants opposed a plan to keep the shelter open for the summer. Then, notice arrived that the building would soon be demolished, so the board was forced to look for other quarters.

County commissioners were willing to pledge funds to renovate a second site. By autumn, the board finally found a suitable warehouse, and rehabilitation work began. Opposing these efforts, an area commission and business people filed a lawsuit which halted progress.

In the stalemate, former shelter staff and volunteers of a soup kitchen formed the Friends of the Open Shelter to advocate for a place for the homeless. Soon renamed Friends of the Homeless, the organization worked with the news media to create public awareness of the lack of services for the homeless.

A sympathetic pastor permitted the Friends short-term use of a church basement as a secret shelter. Some 40 men a night stayed there over a six-week period. The Friends searched for a more permanent location. After the last night of operation in the basement, members and homeless persons organized a one-day sit-in in the mayor's office to lobby for another site.

Next, the Friends were able to shelter homeless men temporarily in a storefront church. Meanwhile a major downtown church allowed homeless men to crowd into a room in the undercroft every night, but the arrangement lacked a supervisor and showers. The rector was interested in having the Friends supervise.

As the Friends continued their search, they began to raise private operating funds. Finally, the owner of a vacant furniture store agreed to rent his storefront for the winter of 1982-83, costing $9,000 in donations to renovate. The Friends incorporated in January 1983 to run this temporary men's shelter.

Meanwhile, the Open Shelter won its court appeal. Rehab work resumed and was completed in December 1983. Under a new board president and director, the second Open Shelter opened.

With homelessness increasing, the Friends had already gained temporary use of a near east side warehouse, rent free but with substantial insurance costs. In their quest for a permanent site, the Friends hoped to locate in an old factory on the near north side, but were confronted with opposition from merchants. In going before city council for zoning approval, they packed city hall with supporters. City Council turned the variance down, and a shouting match ensued, alienating officials and dividing public opinion. After the confrontation, the group consolidated itself and looked for another site. They gained support for using a vacant building near their existing temporary shelter. Neighborhood residents, happily, felt an occupied building might be a deterrent to break-ins in the area. Through federal funds that came to the city, the Friends acquired the building in 1984 that now houses, on different floors, 68 men and 30 women. Friends now provides a range of services, including counseling and referral, transitional housing, and job training and placement. The Open Shelter continues to operate on the other side of town and has evolved to focus more on the survival needs of its 95 single men. Both shelters receive federal, state, county, city, and United Way monies channeled through the Community Shelter Board appointed by the funders to allocate resources.

Shelter Location, Design and Code Compliance

Your board of directors needs to approve the building purchase or rental agreement, so it is expeditious to include a board member on the site selection committee. Final approval is also expedited by the board's adopting a policy or approving guidelines on site selection prior to the screening process for potential facilities.

The following discussion assumes that the shelter proponent adopts a fully "above board" approach in establishing the facility.

Finding a Site

Most groups will be looking in an appropriate neighborhood for a building to rehabilitate, at lowest possible cost. Having guidelines for the type of facility is helpful--general location, cost limit, size, convertibility--but flexibility is also key, since nothing will be perfect. Apartment houses, office buildings, convents, churches and warehouses have all been used for homeless programs.

You may want to form a special building search task force that includes civic officials and social service agency representatives. Search strategies might include:

- Using a real estate agent
- Contacting banks that foreclose on mortgages
- Calling on organizations who may have underused buildings
- Asking local government about available vacant buildings. The city of Anchorage, Alaska, leased a building for Brother Francis Shelter near the main business district to the local Catholic archdiocese for $1 a year.
- Checking with churches on use of their facili-

ties.

- Contacting the local public housing authority. Avenues of assistance include leased single family homes (leased to cities) for shelter use. Renters must pay for required repairs. In 1985, with the assistance of the Milwaukee office of U.S. Housing and Urban Development, community advocates leased five duplexes with ten apartments to house homeless families. In Kent, Ohio, the temporary shelter is operated in a house rented from the public housing authority. Emergency Housing of the Dayton Chapter of American Red Cross operates out of 20 units of Parkside Homes, a public housing complex.
- Contacting the Farmer's Home Administration. Under U.S. Department of Agriculture authorization, county supervisors can lease, at lowest possible cost, single-family homes in the FmHA inventory to local public housing authorities or community nonprofits to use as shelters. There is also a program for using Veterans Administration repossessions for homeless vets. Sale prices are discounted for non-profits providing such housing.
- If near a military base, seeing if there are available buildings. Carroll House Men's Shelter at Walter Reed Army Medical Center is believed to be the first shelter program to become fully operational on U.S. military property. Sheltering up to 20 a night, the facility is operated under a no-cost lease arrangement with the Department of Army District Corps of Engineers. Also, Bethany House Family Ministries began with four office apartments at Corpus Christi Naval Air Station. Later the Navy released six more apartments, also free of charge. (A federal judge has found the Department of Defense to be remiss in making available unused buildings for the homeless; pressure might be effective at this point.)
- Doing drive-bys to look for vacant properties
- Contacting local social service agencies on possibilities for sharing space.
- Checking with low-cost public lodging on leasing a block of rooms. Fayette County (Ohio) Community Action Commission found that in serving local displaced families it was less expensive to contract yearly for motel rooms which it furnished with a refrigerator and microwave oven, than to pay nightly costs. State emergency shelter funds provide rent money. The motel operator is paid extra for cleaning and other services.

In another approach to shelter, three community action agencies serving a ten-county rural Ohio area are purchasing mobile homes to temporarily house homeless families. The agencies believe that organizing an emergency shelter for a varied population would not be effective. The organizations planned to buy six used mobile homes of different sizes at a cost of $3,000 to $5,000 each. The trailers can be used in any of the counties to keep families or individuals in their own communities while they receive social services through one of the agencies. Agency research showed the availability of trailer bases. Trucks used in other agency programs are available to move trailers from place to place. The effort is a demonstration project funded through McKinney Homeless Assistance Act funds available to Community Action Agencies.

Weighing Design

Any architect or designer knows that people respond behaviorally to their environment. Sleeping on the floor of a warehouse or a gym for a night or two may be one thing, but the longer people stay at a shelter, the more important it is that it take on some of the attributes of a home, particularly for families. Private rooms are the ideal. Although real privacy may be very limited, a larger shelter should include partition walls to create choices of a place to be. A true segregation of functions (sleeping, eating, TV room, counseling, administration, etc.) is considered valuable, however, in some settings population characteristics may dictate that residents be fully visible to staff/volunteers. Achieving a balance between personal or family privacy and the security that comes with being visible to staff remains a crucial aspect of operating a shelter. Sheltering is, after all, an effort to restore a level of human dignity, not just to keep people alive.[5] This suggests the severe limitations in considering the use of truck trailers, buses, and other non- residential options to shelter the homeless.

As an organization begins to conceive of a facility to house its program, it will be helpful to determine the following:

1. Intended size of program
2. Maximum length of guest's stay
3. Size of staff; number of hours a day of on-site staffing
4. Social services on-site/off-site

5. Type of facility feasable for project: Apartment building,
duplex, warehouse, etc.
6. Characteristics of facility:
Preference of a particular housing design: one story, two story
Number of single/double bedrooms
Number or size of dormitory rooms
Number and kind of sanitary facilities
Size of kitchen/dining areas, based on number of occupants
Lounge and common space needs
Storage areas
Office areas
Yard space (playground?)
Parking for visitors, residents, staff

The organization needs to prioritize the following as to which are the most important for the program.

1. Availability of public transportation
2. Proximity of health care services
3. Proximity to social services
4. Recreation opportunities/parks nearby
5. Safety of area
6. Quality of surrounding neighborhood
7. Zoning requirements
8. Availability of day care for children

Complying with Codes

The sponsor group needs to identify local zoning and licensing authorities it will have to work with:

1. Licensing
2. Planning
3. Building
4. Fire
5. Health

Building codes

When a specific site is found, someone with building code knowledge should screen it. Another person with a programmatic perspective should also check it. Remember to record dimensions of rooms, check for leaks, try to open and close windows, and learn the type of electrical, heating and plumbing systems. Particularly for a larger or originally non-residential building, the advice of an architect is useful to help decide whether the space configurations and the major systems will be suitable for the intended use. It is important to consider:

1. Number of floors. Will the handicapped have access?
2. Number of exits. Generally, a facility is required to have a minimum of two independent ways out on each floor. Stairways may have to be enclosed with proper materials that meet fire code.
3. Configuration of rooms. If this program will house families, will it afford them enough privacy, for instance.
4. Sufficient light and ventilation.
5. Electrical wiring. When cost of renovation work will be more than the value of the structure, officials can require that wiring be brought up to building code for new facilities. Old wiring in good condition but not grounded may have to be replaced. Additional outlets may be required. Also, circuit breakers are a must in helping to maintain a safe load of electricity.
6. Plumbing. Will extensive alterations and additions be needed for adequate sanitary and laundry facilities? How many toilets, sinks, showers, etc. are needed to meet local codes?
7. Heating. Is the system adequate? How much maintenance will be needed?

Depending on the size, type and clientele of the program, there may be licensing or certification requirements, including standards for the physical plant. Some areas mandate permits for food service and licenses for operating boarding houses, group homes or institutions.

Building codes set forth requirements for safe housing. A number of cities have adopted a national (BOCA) building code--sometimes with variations--that distinguishes facilities according to the number they house.[5] BOCA--Building Officials and Code Administrators International--has model codes for fire, plumbing, etc., geared to professionals. Regularly revised, the code books may be of help to planners, though they use technical language.

Local communities can enact more stringent requirements than the state's. The larger cities are given permission by the state to self-regulate buildings and housing, including plans for renovation and construction. Smaller communities often do not have that power, so both they and state officials approve building projects.

In addition to meeting local fire codes through a structurally correct building, organizations may need to install a fire alarm system, rather than individual smoke detectors. Wire from a central panel indicating building zones, the system should include detectors and pull stations at all exit points. The local fire marshal will stipulate the number of fire extinguishers needed. Sprinkler systems are not usually required unless there is great concern about handicapped persons not being able to get out, or unless the building exceeds a certain number of stories.

> ***"...(T)ruly meeting the needs of America's homeless...will require a new commitment on the part of the federal government to deal with the basic problems of permanent housing, poverty, and mental illness.***
>
> ***"Toward that end, we need to adopt national policies that reflect our national will to eliminate homelessness, poverty, and hunger.***
>
> ***"Our top priority must be a national housing policy that will restore the federal government's role in promoting affordable housing, including the preservation of existing housing and the production of new housing for low-income and working-class persons..."***
>
> ***Raymond L. Flynn, mayor of Boston.***

Zoning laws

Building and zoning regulations are designed to protect health and safety and to plan for the way communities develop. Zoning laws control building size, population density, and the way land and buildings are used. All uses correspond to districts on a zoning map. For shelter operators, key aspects of zoning regulations deal with allowed uses and population density restrictions.

A particular zoning law often does not have "shelter" as a category. Shelter projects, then, may be classified as "boarding house", "hotel", "group home", "residential care facility", or "halfway house". How the facility is viewed in the law has ramifications. If considered a rooming house, for instance, the shelter might be permitted only in certain residential or commercial areas; hotels may be allowed only on major commercial strips.

Working within zoning ordinances can be complicated, and usually requires legal advice. A zoning variance--a permit to violate zoning law-- may be needed if the intended use of the building does not conform to what is allowed in the district. Generally variances are granted by zoning boards or city councils, who require an application and notice to adjacent property owners. In some cases, a special permit may be granted, whereby a particular use of a property is considered under certain conditions. This generally requires a public hearing as well. In many locales, a zoning officer will make an administrative judgment on what the building use is and where the shelter fits in, if at all. Should the zoning code be vague and the issue controversial, expect that some kind of a public hearing will occur.

A public hearing on zoning approval may be held anytime from a few weeks to a few months after application is made. In presenting the "case", the organization must be prepared and knowledgeable. An attorney may be the best spokesperson at a hearing. One tactic is to have organization leaders give facts and have other supporters address underlying issues and values. It may be helpful to involve a prospective resident. Tape recording the hearing may be useful for future reference. Also, an excellent tactic is to have friendly businesses or residents speak in support of the project.

Development Procedures

Once a facility is found and approved, more detailed feasibility studies must be done. These involve:

1. preliminary architectural planning
2. construction estimates
3. sources of financing, if purchase is planned
4. plan for ownership/rental/access (Some groups share facilities.)

In shelter development, a goal of a study is to secure early input from as many code authorities as possible.

In rehabilitation work, architect services will help determine if the building and its systems are sound, and if the facility can be converted for the desired purpose and meet various code requirements. Professional architectural renderings may be important in presenting the project to potential funders, the zoning board and civic officials.

Working with the architect, or a person knowledgeable in building trades, the development team will seek a construction cost estimate--to help determine project feasibility and provide part of the information necessary in soliciting funding.

Besides rehabilitation cost, other expenses may include the price of:

1. site acquisition
2. site improvement
3. architectural services
4. legal services
5. accounting services
6. property appraisal
7. permits

8. taxes
9. insurance
10. holding (utilities/maintenance during construction)
11. overhead
12. consultants' services[7]

You will also have to consider providing "earnest" money to the seller, security for purchase agreement and "closing" costs. If federal funds are paying for the project, the Davis-Bacon Act may be interpreted to require that construction workers be paid the "prevailing wage" (hopefully at residential rather than commercial pay scales). Contact the local HUD office for details. Use of state money may demand that state scales be used.

Property can be purchased or leased. In either case, it is wise to consult an attorney about negotiations and agreements. This is especially true if you need the protection of contract contingencies or a purchase option. If the deal falls through on a contingent contract, the deposit is returned. An option-to- purchase agreement commits you to an option fee which is often lost if the option is not exercised.

A contingent contract is a promise to buy at a designated price if contingencies are fulfilled, for example if the your board of directors approves the purchase within 30 days after acceptance. Other examples of contingencies are "purchase subject to buyer securing a zoning variance for property to permit its use as a temporary shelter for the homeless, within eight weeks of acceptance hereof" and "purchase subject to satisfactory feasibility study by buyer's architect within 45 days of acceptance hereof." A realtor can be of help on local custom regarding contingencies.

Do not delay in getting some type of agreement with the owner. If the site later proves controversial, this will make it harder for the owner to change his mind. Be prepared with a firm offer, and be able to answer the owner's questions about the program going onto his site.

Leasing may help get a project off the ground or provide time to deal with zoning, financing and other concerns. However, drawbacks must be weighed against advantages. For instance, if an owner fails to do maintenance work, a shelter could be cited by state licensure inspectors for violations. Another disadvantage is lack of security as to long-term occupancy. If the building is sold, the new owner is only required to allow the old tenant to stay until his lease runs out. Renovations paid for by the renter may be left behind. In addition leasing can be costly.

If leasing seems to be the best route, different types of lease arrangements may be possible. For instance, you may rent with an option to buy the property.

It makes sense not to negotiate a lease of less than three years if building improvements must be substantial, unless labor and materials are freely available.

Funding

Because of the growing competition for human service dollars, fundraising for projects for the homeless is a very time-consuming, ongoing and difficult aspect of an organization's workload. For that reason you will need to plan for that by having staff and board members who focus at least in part on fund-raising. Here are some general considerations, funding sources, and ideas about methods you can use in getting the much-sought-after dollars.

Fear of Begging

Many people are hesitant or completely inhibited about asking others for money, in part because our society considers finances to be a very personal and private matter or because they are being paid with the funds raised. Some may doubt the worthiness of their project or how much they know about it. They may approach potential funders, if they can do it at all, with an apologetic attitude. Other people only feel justified in asking for money when the project is in jeopardy of failing due to lack of resources. These negative approaches will almost always doom fund-raising efforts.

It is important to examine your organization's attitudes about fund- raising in order to replace the negative attitudes with positive ones. Most people are very willing to give, but they will not donate unless they are asked. Your are 1) giving them opportunity to do something right and good, and 2) informing them of a critical need in the community that deserves their attention and support. Focus on whom you are trying to help and the importance to them of the services you offer. In serving homeless people, you are involved in saving and rebuilding people's lives. Funders do not like to support a losing cause or to bail out a project that is a serious risk of going under, at least not more than once. People prefer to apply their resources to projects that are well-organized, show ability to do a task and have momentum. They want to know that their money will meet clear needs that enhance the services of an already-good program. Appealing to people's sense of compassion is the most often-used approach. However, appealing to the notion that potential funders are investing in the future by enabling people to regain their independence can also be effective.

Homework

Before you develop your fund-raising strategy it is important to do some preparation. Be able to document a clear need for your proposed project, as proven through the needs assessment discussed above. You can write up a report, using the information gained from your needs assessment survey, and distribute it to interested people. A tactic that is often used is to get media coverage on such a report. (Save all of the newspaper articles to use in conjunction with your fund-raising efforts.)

The next thing is to be very clear about your organization's goals and objectives. Focus on why your program merits support. Project the impact your proposed program will have on the community. How are you going to measure the success of your project? Who could be affected, positively or negatively, by your program besides those you will be serving? Make a detailed list of the services that you will offer. What are the gaps in service compared to the need? How might these needs by addressed? Be able to explain/present the above in concise form in a case statement. Here is a guide for such a statement adopted from a workshop sponsored by the Metropolitan Human Services Commission of Columbus.

Elements in a Case Statement

1. Relate your activities/needs to larger social endeavors/issues.
2. Relate to goals which are: demonstrably valid; well-documented and feasible; appear urgent; and to some extent are unique.
3. Appeal to reason and emotions.
4. Capture the imagination, but do not sound rhetorical.
5. Relate to outcomes.

Information in Case Statement

1. Who you are.
2. Description of the issue.
3. Number of people affected.
4. Why the issue is important.
5. How you propose to address it.
6. What the major steps are for developing your project.
7. What you will achieve.
8. What makes you unique to do it.
9. What it will cost.

Begin to research local sources of funding. Seek the advice of other agencies in your community. Find out how they are supported and who, locally, carries considerable influence over funding decisions. As discussed in "Community Relations" above, gather information about the local politicians and who influences them. Solicit help and advice from the influential people in your community. Begin a records-keeping system for names, addresses, and phone numbers of those to approach for funding. Throughout these early preparatory stages explore whether these contacts would be willing to serve board members.

Your initial donor record will start a card file or computerized data base. Add dates of contacts with a donor, the amounts given and when, dates of thank-you letters and other pertinent information. Your donor information needs to be organized and up-to-date.

It would also be helpful to read about possible funding sources and techniques. Most local libraries have many pertinent books. Take notice of the type of special events that attract a lot of support.

Diversified Funding Base

A good basic rule of thumb for those seeking funds for shelter projects is to have a wide variety of funding methods and sources. To be dependent on just a few channels of income will make your program vulnerable to the priorities of those controlling the funding. Most often, no single source can provide the amount needed to accomplish your goals and provide organizational stability. A patchwork quilt approach is increasingly important due to fluctuating nature of human service funding at all levels of government and through the private sector.

Organizations will face the issue of how accepting money from particular sources will impact upon the goals and style of the group. Some funders expect their grantees to comply with policy and practice standards. Some groups will opt to solicit money only from private donors in the belief that government support might dictate programming or hamper advocacy efforts. Other groups believe that they should accept funding only from private donors who are giving out of a sense of personal/moral concern for the homeless. Some believe there is "clean money," (from a reputable source) and "dirty money" (from a disreputable source). Accepting funding from a suspect source could, in fact, damage the credibility and integrity of your organization. One extreme example makes this clear. A Columbus, Ohio, shelter was approached by attorneys representing a reputed gambling operator. The proposal was to arrange for him to serve his anticipated sentence doing community service by fund-raising for the shelter. The shelter group politely declined.

Fund-raising Plan

The starting point for fund-raising is not the fact that certain funders have money to offer for special purposes, but the goal of your project. Every group wanting to serve the homeless needs to develop a comprehensive fund-raising strategy based on the goal for at least a one-year period. This is especially critical since few places in the country have clear, comprehensive funding mechanisms for homeless projects. It is wise to establish a standing board committee that will generate, carry out, monitor and evaluate the plan. The committee needs to be clear about the organization's vision and goals, and the achievable objectives for the year. From that, members determine what it will cost to meet these objectives, and analyze and choose the intended source of funds. Groups, already in operation can look at what was received from particular sources during the previous year. New projects can learn the typical grant or donation amount that a source makes. Estimate this year's goal from each source. Then develop a plan to carry out each major fund-raising activity and have a person or subcommittee responsible to accomplish it and a timetable for completing the tasks. The board should monitor the progress of fund-raising through the review of monthly reports on income received-to-date and expenditures made. It is important to evaluate fund-raising strategies yearly and to modify them based on experience.

In developing the fund-raising program it would be best to distinguish between capital needs and basic operating costs. The capital fund needs include such things as building acquisition, remodeling or renovation of the facility, major equipment purchases, furnishings, and others costs associated with the development of the project. The general operation needs include day-to-day program expenses, including staff costs, rent, utilities, shelter supplies, insurance, maintenance on the facility and other routine expenses. Many funding sources provide support for only one of these categories. Capital costs are often best covered from sources that only offer one-time grants. Some foundations and government sources will fund only capital costs.

The primary tool used to develop the fund-raising plan is the organization's operating budget. The budget consists of both the anticipated expenses and income. Most major funders will want a copy of your operating and capital budget before they will commit to providing any resources.

Sample budgets

To help new homeless organizations, here are sample 1988-89 operating budgets for two small shelters, one rural and one urban, showing usual expense categories and typical income sources.

The estimated budget below is for a new shelter, the only such facility serving a county with a population of 34,000 and its surrounding area.

Daily capacity of the shelter is planned at 11--single men, single women and families. The program offers 24-hour supervision by a live- in resident manager who receivers free room and board. Case management services provided 15 hours per week will link guest to local services. On-site day care is planned, primarily by utilizing volunteers. Breakfast and an evening meal are provided, and food will be available for guests to prepare their own lunches. It is assumed that some food will be donated. This budget does not include the value of in-kind donations.

RURAL SHELTER WITH CAPACITY OF 11 GUESTS
Operating Budget 1988-89

	Expenses			
	Staff			
1.	Resident Manager	$11,500		
2.	Direct Service Staff (2 FT)	20,800		
3.	Case Manager (1 PT)	5,850		
	Subtotal		$38,150	
4.	Fringe Benefits (20% - Employer Taxes, Health Ins.)		$7,630	
	Total Staff Costs			$45,780

	Operations			
5.	Facility Rent	$3,600		
6.	Utilities (gas, electric, water/sewage)	2,900		
7.	Phone	720		
8.	Furnishings and Equipment	6,500		
9.	Office Supplies	600		
10.	Maintenance	3,000		
11.	Facility Supplies	1,800		
12.	Food	6,600		
13.	Liability Insurance	2,500		
	Subtotal Operations		$28,220	
	Total Expenses Budget			$74,000
	Income			
1.	United Fund	$5,000		
2.	Religious Organizations	16,000		
3.	Corporate/Business	4,000		
4.	Individuals	4,000		
5.	Ohio Department of Health	15,000		
6.	City - Ohio Department of Development	30,000		
	Total Income Budget			$74,000

The budget below is for a family shelter with a capacity of 33 in a large metropolitan area. Services for guests include goal setting and treatment planning, nine types of group sessions for adults and children; personal, family and sibling counseling; referral and children's recreational and educational activities. Transportation and meals are provided.

URBAN FAMILY SHELTER WITH CAPACITY OF 33
Operating Budget 1988-89

	Expenses			
	Staff			
1.	Administrators (FT Director and Asst. Director)	$40,000		
2.	Social Workers (2 FT, 1 PT)	46,517		
3.	Direct Service Staff (1 FT, 3 PT)	25,440		
4.	Secretary FT	10,000		
5.	Cook PT	5,305		
6.	Volunteer Coordinator PT	6,180		
7.	Extra Help	4,000		
	Subtotal		$137,442	
8.	Fringe Benefits (Soc. Sec., Workers Comp., Insurance)		$19,193	
	Total Staff Costs			$156,635

Operations

9.	Supplies		$22,053		
	a. Administrative	1,000			
	b. Office	4,000			
	c. Postage	2,000			
	d. Printing	3,000			
	e. Service contracts	2,300			
	f. Computer	1,000			
	g. Food	8,753			
10.	Travel		$4,100		
11.	Space and Maintenance		$31,000		
	a. Phone	1,200			
	b. Utilities, pest control rubbish collection	13,800			
	c. Insurance	1,200			
	d. Maintenance supplies and repairs	5,300			
	e. House expense	3,500			
	f. Rent	6,000			
12.	Accounting		$3,900		
	a. Audit	1,200			
	b. Bookkeeper	1,800			
	c. Payroll Processing	900			
13.	Other Program Costs		$7,102		
	a. Bus tickets	4,000			
	b. Resident outreach	700			
	c. Residents entertainment	500			
	d. Resident miscellaneous	300			
	e. Workshops	1,402			
	f. Subscriptions	200			
14.	Fundraising		$5,000		
	Subtotal, Operations			$73,155	
	Total Expenses Budget				$229,790

Income

1.	Gifts, Foundation, Fund Raising	$53,615	
2.	FEMA	30,000	
3.	Marriage License Fees	47,500	
4.	Catholic Hunger & Shelter Fund	8,000	
5.	Ohio Department of Health	75,000	
6.	HUD	15,675	
	Total Income Budget		$229,790

Private Funding Sources

In approaching private funding sources several things are important to keep in mind. First of all, it is critical to maintain excellent up-to-date records of appeals, to whom they were made and for what, copies of grant requests, donations received and for what purpose, rejections received and so forth.

It is vitally important to develop a variety of ways of recognizing donors. All gifts should be immediately acknowledged with a thank you note or letter, even a simple postcard. This also lets the donor know that you received the gift and provides a receipt for his tax records. Build in other ways of recognizing you donors. List names in your newsletter; invite supporters to an annual awards dinner; give out token gifts or certificates recognizing special donors. Some groups have installed a plaque at the shelter listing all of the major donors who gave to the building fund. The more personalized the contact you make with a prospective donor, the better your chances are of receiving support. This kind of appeal can mean having someone who knows your prospective donor contact him on your behalf, or could involve the prospect visiting your program or meeting with you to discuss the project. You can present a very persuasive argument in a letter to a prospective donor, but unless he feels personally moved by an issue he probably will not respond. For years a Columbus, Ohio, shelter had tried through letters, calls and meetings to gain the support of a powerful local community leader. He remained fairly neutral until the shelter arranged for him to visit the facility and learn firsthand about all of the activities there. During the tour the person ran into a former colleague who had fallen on hard times. This, more than anything else, made a lasting impression, and the local leader has been a key supporter ever since.

Individual donors

Over 80 percent of money contributed to charitable organizations from non-governmental sources in the United States comes from individuals. A common approach is direct mail appeal. Those actually donating, in response to an initial mail appeal vary between 0.8 and 5 percent. Probably the most important influence is whether the prospective donor is familiar with the organization or person sending the appeal. So, it may be wise to have different board members, current supporters or staff sign letters to specific people or groups. It has been shown that more than half of prior donors will respond to a second appeal and 65 percent will respond to a third appeal. It is important, however, not to send appeals to the same person too often, probably no more than once every three months, if that.

Longer letters providing a combination of in-depth information about the program and emotional appeal, such as anecdotal stories about residents achieving success, seem to be more effective than very short appeals. Many groups serving the homeless time their appeals with the holiday season (November and December). More publicity on homelessness in the media, the holiday "giving spirit" and the end of the tax year are rationales for this. Some research has indicated, however, that generally the months of January, February, July, August, September and November are the best months to send out appeals. April and June are the worst.

It is important to constantly build your mailing list of potential supporters. Board members could be asked to provide a list of prospects. Other organizations may provide a copy of their mailing lists or trade their lists with you. Be sensitive, however, that some people do not want their name to be given to other groups. There are national organizations that sell mailing lists. When your go out to speak about your program, you can collect names and addresses of those attending for later use.

Membership fees in the organization can be a source of revenue from individual donors and others. Advantages of having a membership program include: Increasing the level of giving of current donors, involving donors more in "owning" the program, developing a stronger base for recruiting volunteers, and increasing the level of unrestricted funds coming into the organization. Some donors will give more when they feel they are getting something out of it. Membership provides one way of recognizing supporters by making them feel important, appreciated and needed.

Religious organizations

Many churches, church-based organizations, or denominational bodies view addressing homelessness as one of their social ministries. Such groups can provide a significant amount of support on various levels. Many church-based groups become the driving force behind a community-wide push to develop programs for the homeless. Churches have donated space in rectories, churches and other facilities for shelters or related purposes. Church groups are a great source of clothing, meals or other material goods, and volunteers. Religious leaders can be called to provide moral arguments for a community to support programs for the homeless. Church groups themselves have donated significant amounts of cash to programs for the homeless.

It is wise to research the various religious bodies in your community prior to making solicitations. Find people within various denominations who can explain how to access support from their church. Some may be willing to present your needs to their group. Within the various denominations there are many structures, including the national body (i.e. general assembly, conference), regional body (i.e. synod, district), local body (i.e. diocese, presbytery) and individual church. Most levels have their own process for donating to various causes. Groups may be required to submit grant proposals or an application. Sometimes soliciting support from religious groups can take several months since they have various committees who must agree on what to fund. Some set an annual mission budget and decide well in advance whom they will support. This is usually true for individual churches. In the Catholic Church, once a year each parish collects cash contributions for the Campaign for Human Development (CHD), a social justice program. One-fourth of the CHD collection stays in each diocese and the largest portion is sent to the national Catholic Conference. The conference and each diocese distributes these funds through soliciting grant proposals and having a committee choose the projects to be funded within their priority areas. Most larger parishes will also donate directly to projects of their own choosing. An increasing number of churches earmark a percentage of their offerings to support social ministry. In the Catholic Church some Orders of Sisters, Brothers, and Priests will support projects.

Community united funds

A growing number of communities, large and small, have some type of united fund established to support social service and other projects. These efforts are normally known as the United Way, but also may be called Community Chest, United Fund and similar names. Staff and volunteers conduct annual fund-raising campaigns, soliciting donations from area corporations, businesses, foundations, and individuals. Community funds usually offer various types of support, for example one-time grants, time-limited grants or annual contributions to member agencies. Some United Ways give donors the opportunity to designate their gifts to specific organizations in the community regardless of whether the groups are member agencies of the United Way. You may want to consider informing prospective donors of this option. United Way of America has encouraged its local chapters to prioritize projects serving the homeless.

> ***"Money isn't everything, but you can't run a nonprofit without it. And the less you spend to make money, the more money you'll have left for your program."***
> *Discover Total Resources, Mellon Bank Corporation*

In many locales, shelters are eligible to become United Way affiliated agencies, but participation in the organization restricts certain kinds of independent fund-raising activities. The United Way itself may limit the types of fund-raising activities that a member group can do, and some donors will not give to United Way agencies. Generally, for admission to the United Way, a group must have IRS 501(c)(3) tax status and a board of directors made up of local volunteers, and fulfill a priority social or human service need. United Ways generally will not support primarily religious or political groups. Contact the local United Way on how to apply, and on any local funding restrictions that may be in effect.

Corporations and businesses

Corporations and businesses, large and small, will support projects serving the homeless. Some will respond to methods used in approaching individuals. An increasing number, though, are developing mechanisms for giving: Their own foundations, or a specific office or person to handle funding requests. Targeting specific corporations to approach after doing careful research is better than sending out a blanket appeal letter to area businesses. The Foundation Center (see National Resource Organizations Appendix), local library and local chamber of commerce often have information on corporations and their giving patterns. This information will enable you to approach corporations for a very specific amount of money for a certain project.

Generally corporations give to projects located in the communities of their headquarters or branch offices. Corporations are also looking for ways of giving that will enable them to receive communitywide media or similar exposure. Corporations will often support projects that their employees support, through matching the employees' contributions dollar-for-dollar or two-for-one and so on. Having an employee of a company solicit a donation on your behalf can also be very effective. Many corporations will ask you to send a proposal or letter, without explaining exactly what they want to see in it. Include information about the need for your project, services you will offer, communitywide implications of your project, unique features of your group that demonstrate that you are credible, basic information about your budget, and the specific amount of money you are requesting from them. List other companies or sources that have supported your project and express willingness to provide any other information wanted. You could include a copy of a newspaper story about your project and your general brochure, but not many more attachments than that. You may want to have the letter signed by both your board president and director. It is best to limit such a proposal to two or three single-spaced pages.

Many companies and institutions can be a great source for non-cash, in-kind contributions of materials or services. Organizations serving the homeless have received free laundry services, donated labor and materials for building renovations, computers and other office equipment, bed and blankets, food and kitchen equipment, vans and other vehicles, as well as services from accountants, lawyers, psychiatrists, doctors, nurses and other professionals. Many material donations can be deducted by businesses using the IRS Special Contribution Rule, Section 170(e)(3). Some business or professional associations can also be a source of support. For example, the Ohio Association of Realtors initiated the "Shelter Ohio" project encouraging 75 local realtor boards to raise money and get involved with shelters and non-profit housing groups in their areas. The board's Shelter Ohio manual explains the homeless issue, provides ideas on how the boards can join in the project and gives lists of local groups that need support.

Foundations

Several different types of foundations--community, corporate and private (established by individuals or families)--make a variety of grants. These include general support, project, seed, matching or challenge, capital and debt-reduction grants. Each foundation was established to support certain purposes (educational, scientific, charitable, social service and so on). Most are restricted to giving to 501(c)(3) tax-exempt organizations. Most will only support organizations within a certain geographic location. Many wealthy families or individuals maintain a fund within their local community foundation through which they determine whom to support.

The most important thing to do first when trying to access foundation funding is to research prospective donors through the Foundation Center, local library, local United Way, or other sources. The Foundation Directory (published by the Foundation Center) and similar publications list key information on each foundation, including fields of interest, average grant amounts, assets, whom to contact, recent grantees, and recent priority areas. In most states foundations are required to file a copy of their tax return with the appropriate state agency. In Ohio, this is the Ohio Attorney General's Office, which publishes The Charitable Foundation Directory, that lists all of the foundations in the state and some basic information about them. You can also obtain a copy of a foundation's tax return form 990 either from the IRS or by requesting a copy from the foundation. If you are not able to obtain current information from another source, you may want to write to the foundation requesting a copy of its latest annual report and any other information pertinent to submitting a grant proposal. Do not send a proposal to a foundation without doing such research.

Before submitting a proposal you may want to meet a foundation's representative to discuss your ideas and the amount of funding you are seeking. Sometimes such a meeting will be invaluable in clarifying how to write the proposal and how much to request. You may also want to talk with other grantees of the foundation. Find out such things as length of their proposals, how detailed they were, what did their budgets look like, what support documents did they include and so forth.

Here are some general tips on writing good proposals:

1. Personalize your proposal to each foundation.
2. Have one person write a draft, have a committee review it and then do the final version.
3. If the proposal is long (10 or more pages) include a table of contents.
4. Graphs, captioned photographs, or charts can be included.
5. Follow any suggested format as closely as possible.
6. Make clear how the project fits into the foundation's areas of interest. Include a budget with income items labeled "received," "requested" and "pending."
7. Emphasize the benefits of the project to your clients.
8. Include copies of five or so current letters of support from a variety of strong community leaders. It is best that the letters be specific to receiving support from the foundation which is being approached.
9. Emphasize the positive, write in the third person, do not be afraid to use emotional words, mention the amount of money you are requesting early in the proposal, have a strong beginning and ending, use short paragraphs, tell a story about how your project has helped someone and be concise.

Other private sources

Schools can be a very good source of support both in terms of money and educating students on the issue. Some high schools and universities are also a good source of volunteers for certain kinds of shelter projects. The approach with schools is not so much to get students to donate directly, as it is to persuade them to organize a drive for food and toiletry items or to sponsor special fund-raising events, including car washes, walk-a- thons, bake sales and door-to-door solicitations.

Civic and charitable organizations (Kiwanis, Rotary, St. Vincent DePaul Societies) can also be solicited for cash contributions or to organize fund-raising events on your behalf.

Although not free, many food items can be obtained at area surplus food banks at considerable savings. There is usually a very low per- pound fee for the items.

Special fund-raising events

Though normally quite labor-intensive, special events can generate funds. One shelter earned $27,000 through a Grand Ball and the raffle of a Cadillac. Another sponsored an art auction. What seems to work best is to find some other group to organize and sponsor fund-raising events on your behalf. These can include benefit concerts or plays, marathons, bingo, parties or dinners. It is critical to assess the level of energy required in organizing an event compared to the anticipated income. Too often events are time- consuming and little money is netted.

One simple way of raising some money is to ask for an honorarium for providing a speaker to a group.

Government Sources

In some areas, every levels of government (city, county, state and federal) provides funding for projects serving the homeless. Often federal funds become available to non-profits through the state, county, city or all three. Gaining access to government funding is complicated and time-consuming but can result in greater amounts of money than other sources. More often than not you must be prepared to submit grant proposals similar to those used with foundations but requirements in government proposals are spelled out in the various regulations and application packets.

Federal funding:
Stewart B. McKinney Homeless Assistance Act

This act, initially signed into law in July 1987, provides funds for some 20 different kinds of programs to serve homeless Americans. Programs include health care for the homeless, demonstration projects for substance abuse treatment and the mentally ill, homeless veterans reintegration projects, food stamp changes, Department of Agriculture commodities distribution, education of homeless children and others. Major programs are:

Emergency Food and Shelter Program (FEMA) was actually created several years ago to support local projects providing food and shelter assistance. Funds are distributed by local boards (usually countywide). In addition to emergency lodging and food assistance, funds are used for small equipment purchases, limited leasing of capital equipment, utility assistance, minor rehabilitation of shelter facilities, and rent and mortgage assistance to eligible individuals. There are no matching money requirements. For information contact the local United Way or statewide or local homeless coalition for the FEMA board in your area.

Emergency Shelter Grant Program provides grants to eligible cities and urban counties and to all state governments who typically contract with existing or new non-profit organizations providing emergency shelter to the homeless. Funds can be used for renovations; major rehabilitaion and conversion of buildings as temporary shelters; provision of essential (social) services concerned with employment, education, health care, food, substance abuse, etc.; and payment of non-staff operating expenses, including insurance, maintenance, utilities, and furnishings for emergency shelters for the homeless. Private non- profit organizations sheltering the homeless must apply through either city or county government and document sources of matching funds equal to the total grant funds being requested. For information contact the local HUD office or community development arm of local government (In Ohio see Appendix 4.).

Transitional Housing Demonstration Grants administered by HUD provide funds to states, local governments and non-profit organizations for projects that facilitate movement of homeless persons to independent living by providing temporary housing (up to 18 months) and supportive services. The program is targeted to serve mentally ill homeless persons, homeless families with children and other homeless persons. Grant recipients are required to match allocations and may include the value of any donated materials, building costs or lease, for the matching amount. These grants provide building renovation and operating costs for up to five years. For more information contact Jerry Nacheson, Office of Elderly and Assisted Housing, HUD, 451 Seventh St., S.W., Washington, D.C. 20410, 202-755-5720.

Permanent Housing for the Handicapped Homeless, also administered by HUD, grants funds to non-profit organizations that provide community-based, supportive services and long-term housing for handicapped homeless persons. Using a broad definition of handicapped, this program may cover acquisition and moderate rehabilitative costs but does not fund operating costs or assist with new construction projects. Grant amounts are contingent upon the scale of the proposed project. Funded projects may serve no more than eight persons but may be designed as a group home, units in a larger multifamily housing project or cooperative housing project. Eligible applicants are state governments who must provide at least 25 percent matching funds and then pass the funding on to private, non-profit project sponsors for the development and operation of the facilities. For information contact the local HUD office (In Ohio see Appendix 4.).

Section 8 Assistance for Single Room Occupancy (SRO) Units for the Homeless. Through this program, also administered by HUD, local public housing authorities can submit applications for the rehabilitation and rental assistance for homeless persons in SRO units. The housing authority must provide some matching funds and can subcontract with a private non-profit project sponsor. For information contact the local HUD office or the Office of Elderly and Assisted Housing, HUD, 451 Seventh St., S.W., Washington, D.C. 20410, 202-755-5720.

Identification and Use of Surplus Federal Property. State agencies that distribute surplus state and federal goods are now authorized to distribute federal surplus property, such as blankets, clothing, vehicles, bed, office equipment, and various other supplies, to qualified organizations serving homeless and low-income persons. Groups must have a 501(c)(3) tax-exempt status and, at the discretion of the state agency, may be required to pay a small administrative or transportation fee. HUD is supposed to make available a list of surplus federal buildings and land that could be used to shelter homeless persons. For more information contact the state agency responsible for the distribution of surplus property (For Ohio see Appendix 4.).

Mental Health Block Grants for the Homeless. Administered by the National Institute of Mental Health, this program is designed to improve the quality of community-based mental health care for homeless persons. Funds are available to local mental health agencies through the state mental health department. In Ohio, grants are awarded on a competitive basis to local mental health boards who then contract for services from non-profit mental health agencies. Local groups must match every three federal dollars with one local dollar (either cash on in-kind donations). Grants are for case management services, outreach, staff training, referrals to primary health care and substance abuse treatment providers, and supportive service in housing programs. The maximum grant amount is $250,000. For information contact the state mental health department (In Ohio see Appendix 4.).

Emergency Community Services Homeless Grant Program (ECS) funds community action agencies (CAAs) for efforts to provide emergency services for the homeless, including food and shelter vouchers, case management and outreach. CAAs are encouraged to coordinate or subcontract with local homeless assistance providers (shelters). For more information contact the local CAA or state agency responsible for administering funds to CAAs (In Ohio see Appendix 4.).

Adult Literacy Training is administered by the U.S. Department of Education. The program is designed to fund adult literacy and basic skills remediation activities for homeless adults. Projects are typically administered through the established Adult Basic Education program. In Ohio, shelters will be housing literacy programs in the cities of Columbus, Cleveland, Cincinnati, Dayton, Toledo and Canton. For information contact the state department of education (In Ohio see Appendix 4.).

Job Training for the Homeless. This demonstration grant program, administered by the U.S. Department of Labor, is designed to fund job training activities. These include basic skills instruction, job search, job counseling, job preparatory training and similar activities. Grants are awarded on the basis of a national competition. For more information contact John Mitchka, U.S. Department of Labor, Division of Acquisition and Assistance, 200 Constitution Ave., N.W., Room C-4305, Washington, D.C. 20210, 202- 523-7092 (In Ohio see Appendix 4.).

Other federal sources

Community Development Block Grants (CDBG). This federal program, administered by HUD, provides funds to local governments for a wide range of local needs. Some shelter groups have successfully accessed CDBG funds, especially for acquisition and rehabilitation of buildings. For information contact the local or state government unit responsible for community development or contact your local HUD office.

Title XX of the Social Security Act. These funds are awarded to states by the U.S. Department of Health and Human Services to fund a range of social services, including emergency food and shelter. In Ohio, funds are administered through county departments of human services.

State funding for homeless projects

Many state governments have their own programs to support emergency shelters, transitional housing, domestic violence shelters, prevention programs, and other initiatives for the homeless. Contact your statewide coalition for the homeless for more information on these sources (see Appendix of state organizations). Here are two Ohio programs supporting projects for the homeless:

Emergency Shelter Grant Progam. Administered by the Ohio Department of Health, this provides matching grants up to $75,000 per year to non-profit organizations sheltering to homeless persons. Groups must provide 50 percent matching funds (cash or in-kind) and grants will cover only operating costs, including staff costs. Priority is given to existing shelter programs or new projects in unserved areas of the state. For more information contact the Ohio Coalition for the Homeless or see Appendix.

Shelters for Victims of Domestic Violence. A $10 fee is charged on all marriage licenses in the state and distributed by the boards of county commissioners to non-profit organizations providing shelter and supportive services to victims of domestic violence. Non-profits must provide 25 percent matching funds, either cash or in-kind contributions. For information in Ohio, contact local county commissioners.

Local government funding

Many city or county governments provide support to projects for the homeless using of wide variety of mechanisms. In Dayton, Ohio, shelters receive support from a local human services levy. In Columbus, shelters obtain monies through city and county general fund revenues. One community has a portion of its hotel/motel tax earmarked for emergency human services, including shelters. At times, human service organizations can provide funding for certain types of services to be delivered at a local shelter. Possible sources for this include: The Private Industry Council, county mental health board, county departments of human services, city departments of human services, community action agency and others. Contact your local government to explore the various regulations to see where your organization may qualify for funding.

Loans

Bank loans (government-insured, or not) might be a possibility for mainly non-shelter homeless projects, and community-based groups might be another.

In Cleveland, Ohio, the AmeriTrust Development Bank opened in April 1986 to provide loans for local development projects using money from socially responsible investors. AmeriTrust will consider financing new construction in inner-city areas, conversions of non-residential space into housing, etc.

The National Association of Community Development Loan Funds is a network of social change revolving loan funds. One member, the Institute for Community Economics in Greenfield, Mass., has provided monies from socially responsible lenders who propose the terms of their loans. The fund has assisted land and housing purchase, housing construction, housing rehabilitation and maintenance. Emergency shelters have been among borrowers.

The Ohio Housing Finance Agency's (OHFA) Development Loan Program assists qualified sponsors to provide safe, sanitary, well-designed housing developments. Loans stimulate production of new and rehabilitated, low and moderate income, single and multi-family housing by financing pre-development, construction and development activities. Permanent financing must be arranged separately. Eligible borrowers include non-profit, public and limited profit corporations that: 1) have experience in development and/or management in housing; 2) can provide collateral for the loan; and 3) will provide housing acceptable with OHFA guidelines (see Appendix of Ohio Resources). Also in Ohio work continues to build a statewide pool of monies to enable nonprofit community development groups to offer long-term, low- interest mortgages for low-income housing. Target date for start- up of the Ohio Community Development Finance Fund is September 1988.

Many banks have become more interested in various kinds of inner-city investments after being challenged under the Community Reinvestment Act for their failure to lend in declining neighborhoods. For tips on how to approach lenders see chapter 13 in the Institute for Community Economics'The Community Land Trust Handbook (listed in Appendix 5).

Low-income housing tax credits offered under the 1986 Tax Reform Act may be an incentive for a corporation to invest in rehabilitating or building low-income rental units. Considered a prototype project in this regard is Wood Street Commons, a 270-room single-room occupancy facility for homeless persons established through renovation of the downtown Pittsburgh, Pa., YMCA building. Investors include the Ford Foundation, Enterprise Foundation, Fannie Mae, Pittsburgh National Bank and Union National Bank. Under one of the 1986 tax law's provisions, corporations investing in projects not subsidized by the federal government receive a maximum credit of nine percent of the investment each year for ten years on expenditures for construction or rehab. The aggregate credit amounts to 90 percent of the project cost over ten years, provided that rehab exceeds $2,000 per unit. The law affords other types of tax credits as well.

3. Determining Services and Procedures

Service Program Development

"You are going to have the (service) program you need. Never let anything take that from your mind," asserted a shelter staffer, who also observed that persons who work with the homeless are 1) in the business of building people, and 2) in the business of hope.[8]

To decide which services to offer, shelter leaders need to gain an understanding of guests' needs. Planners must prioretize the needs, and figure out those they can meet, asking, "Just what are we trying to accomplish?". Decisions must be made on services to be offered on site and those to be addressed by programs in the community. Shelter leaders may formulate a long-range plan of phasing in services.

Scope of program

The nature and extent of services which a shelter offers depend not only on guests' needs but on the philosophy of the shelter, and the availability of resources, including the right staffing and program funds. Instead of merely finding permanent housing for its families, for instance, the board of directors of Harbor Interfaith Shelter in San Pedro, Calif., wanted to help move them out of poverty. Through the local resource of a public school skills center where students could enter classes at any point in time, the shelter established employment-related assistance. Staff identified guests who were motivated to learn new job skills and got them enrolled. During the job training period, the shelter paid for child care and provided off-site housing.

Non-duplication of efforts

To avoid duplication of efforts (and avert establishing a separate social service system for the homeless) and use funds wisely, temporary shelters will want to tap into existing community assistance. However, some guests may be better served if some initial assistance is available on-site. Some distrust the social service system that has failed at helping in the past, and their confidence has to be won.

"To share our lives with the poor, to have personal friendships, is very important. It's not enough to see the social group--class, race, culture--though that's important. It's the personal relations that are ultimately relevant. If we don't have friendships with actual persons I don't think we are really committed to the poor. We must try to live with them."

Gustavo Gutierrez

Engaging the distrustful in services can best be accomplished at a shelter, soup kitchen, drop-in center or other relatively unstructured setting where people are at ease and staff have an extended opportunity to observe and interact. Services which represent steps up the ladder to independence more logically should be provided elsewhere, particularly if the shelter atmosphere is less than conducive to good mental health. On the other hand, residents making progress to independent living can serve as good role models for their peers in the shelter and can offer leadership.

Levels, Types of Service

Levels of service

Four ways of categorizing services for homeless persons are: Basic, stabilization, development/growth and preventive.[9]

Basic services are those necessary for survival--food, clothing, etc.

Stabilization services assist a person in building structure and purpose into life by dealing with a wide range of concerns, including transportation, laundry, medical care, mental health, recreation and referral and advocacy.

Developmental, or growth, services attempt to build skills and enable people to move beyond limitations and self-defeating behavior that may have contributed to their being homeless. These include assigning guests to a caseworker, providing group counseling, job training, education programs, job search assistance, engaging in individual contracts, and housing locator services.

Preventive services include mortgage and low-income energy assistance and aftercare visits once a guest leaves a shelter.

Typical services

Ohio's shelters generally provide meals, used clothing, showers, laundry facilities, lock-up of personal belongings, information and referral to community agencies and case management assistance. Fewer than half offer pastoral counseling and transitional housing. Rarer are shelter-sponsored medical care, alcohol treatment, job training and educational programming.

Cooperative ventures

Shelters are using creative approaches to service delivery. Some shelters share in services offered by another agency. For example, Montgomery County Community Action Agency (MCCA), Dayton, coordinates house-finding through Project Home Run. The service makes available for a fee a private company's computerized listing of affordable housing. Dayton area social workers call into the MCCA coordinator to access the information. There is follow up on the outcome of calls.

In Cleveland, Ohio, the Salvation Army runs a daytime child care service designed for 15 children. Started in May 1988 for parents of the city's emergency shelters, the program allows mothers to explore housing and other services without the stress of caring for their young children. A shelter makes a reservation for children to stay by 9 p.m. the night before the service is needed. A parent can use day care five times during his/her shelter stay.

Some cities are fortunate to have free-standing services that happen to be of special benefit to homeless people. In Cleveland, Ohio, for instance, the May Dugan West Side Multi-Service Center offers a rental bank. The rental specialist scours the area to find vacant dwellings, identifies owners, contacts them, and inspects properties. She meets with clients from shelters and elsewhere to learn their housing needs and sets up meetings with landlords. A similar service is offered for those on Cleveland's East Side by the American Red Cross, which also makes financial assistance available to obtain housing.

Mantra (to be continued)

My country's name is apathy
My land is smeared with shame
My sightscape moves its homeless hordes
through welfare's turgid flame
The search goes on for rooms and warmth
some closet hooks, a drawer
a hot plate, just for one's own soup--
what liberty is for
Some garments new or even clean
a mirror, comb, a shelf
a piece of safety, maybe books,
a place to be one's self
some flower pots, taped photographs
a supper shared with friends...
are these demands or merely rights?
the road where living bends.

MKW III
Forgotten Voices/Unforgettable Dreams: Writing and Art by Individuals Who Are or Have Been Homeless, ed. Deborah Mashibini. (New York City: Coalition for the Homeless, 1987), 22, used by permission

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Client Empowerment

Shelters need to have structure and an atmosphere that will empower their guests to do things for themselves to the level of their abilities. "In general an empowered client feels greater capacity to alter the condition of his/her personal and communal circumstances. This heightened sense of power flows from an increased understanding of personal strengths and potential."[10] Some elements in a program that empowers include hospitality, personal esteem-building, lessening of the distance between client and staff, democratic structure, and governance bodies that involve the homeless. These should all foster formation of a community in which clients have a sense of investment in the program. Questions that can be asked in regard to empowerment are:

- Are guests treated respectfully?
- Are staff members encouraged to have daily conversations with guests, to recognize each as an individual?
- Are surroundings clean and uplifting?
- Are religious observances required or optional?
- When women and men are housed under the same roof, are their quarters adequately separated?
- Do staff and volunteers follow personnel guidelines when they interact or is staff discretion unlimited?
- Do guests have access to clear procedures for

receiving a fair hearing and resolving grievances related to the shelter ?

- Are there resident councils to give input into shelter policies, services and direction of the program?
- Are there shelter guests (current or former) represented on the Board of Directors and on the staff of the shelter?
- In family shelters, do families have opportunity for privacy, to help strengthen the family unit?
- What is being done to help families give their children a sense of security/stability?

Justice House, Roanoke, Va.

"Building community with poor" defines Justice House, a Roanoke, Va., effort to provide hospitality regularly to some 50 homeless families, single men and single women. Coordinated by David Hayden, a Mennonite minister, and patterned after a Catholic Worker house, Justice House is intended to be a place of love, hope and acceptance--where community members (the residents) can develop self-respect. Applying the principles of liberation theology (in not being passive in the face of oppression), Hayden hopes that participation in the Justice House community will empower people to act on their own behalf. Part of the philosophy of the house is to work for structural changes in society that are viewed as contributing to homelessness. Hayden himself is vocal in addressing issues related to homelessness and poverty; for instance, he conducts weekly public vigils at the municipal buildings. He meets with legislators, helped to organize the Roanoke Area Coalition on Homelessness, and is interested in starting a local union of homeless persons.

The former pharmaceutical salesman, his wife and two children came to Roanoke from Ashville, N.C., where they had started the first local church-based shelter. Having to leave the Ashville congregation, he determined to present a new model for shelter in Roanoke, which had only rescue missions and the Salvation Army. The model was one of "being with" the poor-- not coming from a stance of power, but making oneself vulnerable.

The Haydens found and rented a church and residential building next door to it that has five bedrooms, a front room, sitting room and living room. The building was already zoned as a halfway house and licensed for 12. The couple opened the doors to offer hospitality--without utilities being turned on. Hayden said he believes in seeking "first the kingdom and God will take care of the rest, so I just go out and do things." The West Virginia Mennonite Ministry Board contributed $700 a month to house operations at first--later $1,000. Justice House members make voluntary contributions, and other donations come in. "On paper, we shouldn't exist," Hayden said.

Primary in developing Justice House was patience in building community "from chaos," and allowing leadership to come from the homeless themselves. Since the poor have few alternatives, Justice House tries to provide choices. If they want to move to an apartment, they will get help; if they want to take up residence in the house, they will be assisted. For a high percentage of those who have been part of the house, the cycle of poverty has been broken, he said. Some 20 of the 50 make Justice House their permanent home.

Justice House is not incorporated as a non-profit organization, nor does it have tax-exempt status. Instead of a board of directors, there are separate committees for facilities, leadership support and advice. People from the Roanoke area can join in.

Justice House had been looking for more space and found 20 renovated apartment units. The mission board has voted to buy, thus allowing the community to grow, and have a more centralized location.

The hardest part in starting Justice House is misunderstanding about his intent, that is "to live the life of love," Hayden said. Locals want him to reform his residents. It is an issue of community vs. control, he explained.

Justice House's rules are few--community members must be in the facility by 11:30 p.m., no drugs, no alcohol, and "clean up after yourself." "If people just want to flop, this is not the place for them," he said. Daily chores and child care are shared. Residents meet Tuesdays to make group decisions on various concerns--involving everyone is an empowerment strategy. Following are some other guidelines for the community:

- *structure of the house is based on relationships*
- *being with rather than doing for is emphasized*
- *non-violent resistance is essential in the struggle for justice*
- *one cannot stand apart from the poor and offer advice but must enter the world of the poor.*

Information and Referral

Once material assistance and moral support are given, a key question becomes, "What are we doing to help the person move out of this situation?". Part of the response lies in establishing linkages with appropriate services in the community--for income maintenance, etc. This can be very frustrating considering the tremendous gaps in quality services available, lack of affordable housing and inadequate public assistance benefits.

Shelter staff should be able to share with guests a knowledge of assistance available in their geographic area, as well as do advocacy so help can be obtained. Encourage workers and volunteers to learn as much as possible about local agencies and organizations. Informally, they can talk to each other about the most frequently requested services, whom they can turn to for help, and the best printed resources. Formally, you can offer in- service programs.

A fine example of a printed tool describing a vast array of government assistance programs and how these work is the Illinois Support Center's In From the Cold manual (copyright, 1986. Write 504 E. Monroe, Springfield, Illinois, 62701). Covering public assistance benefits for homeless of the Chicago area, the manual also discusses client-centered assistance and covers interview pointers, welfare rights, crisis aid and eviction. Shelter workers would be wise to gather this kind of information from state and federal offices and legal aid societies.

Case Management

Case management services are essential in helping many homeless persons develop a long-term solution to their homelessness. Case management has been defined as a process for helping people who need assistance from more than one helper.[11] The case worker can assess the client, advocate to get his needs met, coordinate how he gets various services, make referrals and communicate with those aiding the client. The process is a dynamic--involving both client and case manager, and with a beginning, middle and end. The beginning includes an assessment of client needs, mutual planning of clear and specific goals, and documentation of what is being done. The middle includes other services, and in the end there is disengagement and closure.[12]

In shelters, case management is organized in various ways, and can be handled by professional social workers or non-professionals. Where clients' rights are the emphasis, such services should be offered rather than made mandatory. In some shelters, participation in case management is a condition for staying. If more than one staffer provides the service, workers can specialize in specific areas--children's protective services, housing, etc.--to maximize effect identification and use of community resources.

No matter how the program is structured, the case manager must be truly interested in clients' welfare and have the ability to quickly gain their confidence. Since some clients have been discouraged by cold, overpowering agencies, it is suggested that shelter- based services be offered in a non-threatening way. The intake interview can be friendly, hospitable. The interviewer may sit to one side of the client rather than more formally across the desk; paperwork can be de-emphasized.

> ***"My view from the park bench, from the narrow cot in crowded shelters, from the shuffling lines at feeding stations is that we are not all alike by any means and that, in fact, the solution for one of us can spell disaster for another.***
>
> ***"In short, we must get homeless people into appropriate programs. Otherwise, efforts ar wasted or, in some cases, a would-be beneficiary instead becomes a victim of good intentions."***
>
> *Pia McKay*

Workers must know local helping resources to meet the most typical needs of the homeless, and be acquainted with the public assistance system. Skilled in "active listening", they will be wise to sharpen their assessment and evaluation skills, especially in identifying underlying problems that may have kept clients from stability in housing, family or job.

For confidentiality in talking with clients, private space--a counseling room or rooms--is necessary, and there should be a written policy on confidentiality, made known to clients. Generally shelters have consent forms for release of information to outside agencies. (See Appendix 1.) Also helpful is a simple system for screening or delaying phone calls in order that a case worker can complete in-person work with a client without interruption.

Where there are several staffers working with a client, regular case management meetings are scheduled to discuss progress. These may be the occasion for inservice education.

Approaches to case management

A shelter may contract with an agency to receive case management services or develop its own case management staff of professionals or non-professionals. Here are some ways case management is carried out:

Director-case manager in a rural setting. A small town overnight-only shelter for a maximum of 16 is directed by a professional social worker. Because the program goal is helping guests achieve independent living, each is required to meet with the director, who works during daytime hours when other social service agencies are open to take referrals. The director operates from a satellite office of the shelter, doing most of the intake interviewing. She meets twice a week with a client to assess progress.

Contracted services for a city night shelter. A city overnight shelter for 50 men and for 23 women and children obtains a full-time case manager through the local community action agency. This professional has been funded through several sources. Shelter staff members determine clients appropriate for the case manager's short-term, intensive services in view of the goal of providing information and resources to obtain permanent housing. Staff schedule guests for daytime appointments and do some pre- screening using a short questionnaire.

The case manager may see some clients five to ten times a month. His caseload is designed at six persons a week.

The case manager discusses clients with shelter staff, who may extend the 14-day stay limit. Also, the case manager provides information to staff on local helping resources so that they can handle call-in requests.

Shelter operated as department of an agency. A social service agency runs a self-contained family shelter for 15 mothers and their children, who stay a maximum of 90 days. An agency case manager, on-site 40 hours a week, has coordinated services to meet medical, housing, counseling, behavioral change and income needs. Recently a children's counselor and an outreach worker (aftercare) joined the program, and a full-time medical clerk aids guests in meeting health care needs at a local clinic. The three, all full time, also have duties at a residential program for nine families.

The case manager conducts a two-hour intake interview with each prospective adult shelter guest. This meeting ends with a discussion of rules and expectations, at which time the guest can choose to enter the shelter or not. The case manager then has a weekly counseling session with each household. This professional sees family members informally each day--an opportunity to reinforce counseling sessions. Weekly, the case manager leads a group session related mainly to residents' progress at the shelter and to their future, and a social worker from the sponsoring agency comes to guide another group meeting revolving around behavior outside the shelter. The outreach worker can refer former residents to the main agency for help.

Large shelter with several case management/direct service staff. A mass city shelter operates a women's section and a men's section with separate case management programs. For men, five case managers and their supervisor offer optional services as soon after intake as possible. There are incentives for participating in case management, including extended curfew, and advocacy by a case manager if a person energetically working on his servicee plan wants to lengthen his shelter stay beyond 90 days. About half the 68 male occupants use the service, and the shelter is tightening its criteria for those who stay beyond 30 days.

Each case manager deals with approximately 20 clients and is also responsible for direct services at the shelter, so about half his/her time is spent in case management. Two work the first shift, staggering hours, and two work the second shift, also with staggered hours. Their supervisor is free-floating.

The staff also includes student social work interns, a certified alcoholism counselor, and a job placement specialist and a transitional housing case manager. (These last two positions are part of the shelter's transitional, rather than basic, program.) All attend the weekly case management meeting along with someone from the citywide mental health outreach team for homeless, and a nurse case manager from a local family health center. Because of the number of people involved, special attention is given to confidentiality.

Family shelter focusing on crisis intervention. At a family shelter for 26 women and children operated by an agency, the director-social worker lives on site and gets case management help from another social worker. The goal is to help guests obtain permanent housing during their two-week stay. Each case manager specializes, one serving the mentally ill, and the other, women involved in domestic violence. The pair splits the other cases. Through interviews, a plan of action is determined for a client. Afterwards case managers see the clients as needed and often accompany the women to social service agencies. Generally there is a daily check to see if a woman is going to appointments and if things are going well.

The parent agency social service bureau is tapped when there is need to find material help--e.g., clothing, or perhaps specialized counseling. Referrals are made elsewhere when appropriate.

Aftercare

Shelter case work services can be made available to guests even after they leave the shelter, on a drop-in or call-in basis. Shelters may have formalized aftercare through exit interviews with clients and home visits to make sure a person is stabilized and doing well.

Gaps in Assistance

A recent U.S. Conference of Mayors' report identified transportation and day shelters among needs of homeless families and children in cities. Health care, case management, substance abuse programs and legal advocacy were also on the list. Job training was a service lacking for single men and women alike. Homeless young people needed counseling on living skills, parenting and job training, in addition to other assistance. Conversations with Ohio shelter operators pinpointed permanent housing, help in finding housing, and child day care as major needs. Some homeless programs meet these and other needs in a variety of ways, for instance:

- Bus passes are made available to guests of ACCESS, a shelter for women and their children in Akron, Ohio.
- A social worker with a specialty in children helps mothers at East Side Catholic Shelter, Cleveland, Ohio, learn how to better interact with little ones, and conducts a group session for children.
- Women guests of Bethany House, Cincinnati, Ohio, learn their rights-- as tenants, welfare recipients, etc.--and how to become their own advocates through a twice weekly education and social program focusing on client empowerment.
- A banking service provides safekeeping of resident money at the Open Shelter, Columbus, Ohio.
- Elim Housing, Minneapolis, Minn., operates a low-cost furniture moving service.
- Women guests of Holy Rosary Family Shelter are enrolled in a 12-week "goals" course taught by personnel from the Columbus, Ohio, Board of Education.
- As part of its continuum of services, Salvation Army Social Services of St. Louis, Mo., sponsors high school equivalency classes for guests of its own shelter and for people referred from other shelters. Women's support and housing search groups meet every two weeks. In addition to a six-part parenting series, the Salvation Army offers a session each month on educational opportunities, tenant's rights and responsibilities, personal hygiene and child abuse and neglect. Other topics are covered as space permits.

Administrative Concerns

In figuring out how a shelter will be operated, project planners will benefit from visiting other programs of similar size, geographic situation (rural, small town, urban), and scope. In addition, various publications list or describe shelter programs, for example, the 1987 International Year of the Homeless directory, Official U.S. Special Merit Award Projects, published by HUD (U.S. Government Printing Office).

Planners will want to learn if they must meet minimum operating standards. Suggested standards for Cincinnati, Ohio, programs are included in the Appendix.

Systems of Management

Before the shelter opens, arrive at some management systems for the overall running of the program. For accountability to funders, board and community, there must be sound fiscal reporting and operating methods. Below are some areas where establishing procedures is important.

Fiscal management:

- Develop an annual budget with projected expenses and anticipated income. Monitor accuracy monthly or quarterly through financial statements that compare actual to budget figures. In California, the Clearinghouse for Volunteer Services provides pro bono accounting services and training to nonprofits unable to pay professional fees. Services include short-term help with budget development, systems installation and bookkeeping training. Many times the United Way or universities can provide similar volunteer help.
- Set up a ledger system corresponding to line items in the budget.
- Determine frequency/type of financial reporting, i.e. monthly, quarterly. It is helpful for fund-raising and planning purposes to have reports show various categories of income--foundations, individuals, corporations, government grants, churches, etc. Many funding sources regulate financial reporting requirements for the use of their funding.
- Decide procedures for routine bookkeeping/accounting. Resolve the question of whether two signees will be required on checks. One shelter director prefers to write the checks so that vendors are paid promptly, and the shelter

contracts with an accounting firm for tax, payroll and other accounting services.

- Determine frequency of audits (annually is most common; perhaps this service can be donated or provided at reduced rates).
- Decide how to handle reimbursements of staff out-of-pocket and mileage expenses i.e. paid on submission of receipts, petty cash, expense allowance, etc.
- Establish the payroll system, including prompt payment of employee taxes.
- Put capital and operating funds in separate bank accounts.

Records keeping:

- Develop intake forms, or have a sign-in book, for the purpose of tallying nightly and monthly counts of guests, their length of stay, and other information required by funders or program considerations.
- Obtain a locked file for confidential records on guests.
- Have a card file or computer system for keeping track of donor information. Categorizing donors by size of contribution may be useful. (See "Funding" above.)

Policy/program:

In cooperation with the board, put together a program/policy manual for use with staff, board, funders. See "Forming a Board of Directors" above for content suggestions.

Communication tools:

- Write a one- or two-page fact sheet on the program, including its history, goals, services and statistics--for later development into brochure.
- Start a file of news articles on homelessness for use in talks, letters, etc.
- Keep multiple copies of articles about the program for use with the community and funders.
- Keep a chronicle book--a brief, running record of happenings for presentations, history, etc.

Program Evaluation

An evaluation method needs to figure into the shelter project to measure if you are accomplishing what you set out to do, and to show results useful in community relations and fund-raising efforts. Give thought to the indicators that will show how well your program objectives are being met, and to the forms that will help gather the pertinent information. The Appendix contains a guest Exit Summary that could be a tool in the evaluation process.

Staffing Considerations

Shelter organizers will want to determine the size of the staff according to the goal of the program, licensing requirements, safety of residents and funding. They may develop a long-range staffing plan. Staffing concerns generally include the following.

Staff/client ratio

In general, the more services offered, the more staffing needed. In Cincinnati, Ohio, the minimum standards set by the city and local shelter coalition for operating a family facility is one worker per 25 residents; for a program serving single adults, one worker per 50. (See Appendix 1.) Such a low ratio is possible only through extensive use of volunteers. Simply to meet security needs, it is wise to have two individuals able to intervene in emergencies at all hours the shelter is open.

Written job descriptions

Every staff member needs a job description covering position, title, qualifications, duties/responsibilities.

Written personnel policies

Personnel policies cover employment records, wage and salary administration (overtime, compensatory time, length of work day, work week, pay periods, pay days), benefits (leave, vacation, sick leave, insurance, holidays, travel compensation, etc.), expectations for job conduct, and grievance procedure. (See Appendix for a sample Personnel Policies.)

Means of ongoing communication

Establish methods of communication among workers--log book for carry-over from one shift to another, staff meetings, informal manager- staff dialogue, and so forth.

Adequate staff supervision

It may be financially impossible for a supervisor to be present on all shifts. An administrator at a mental health crisis shelter in Cleveland is available by beeper 24 hours a day, and works one 1 p.m.-9 p.m. shift weekly in order to be in touch with afternoon and evening staffers.

Staff selection

What experiences prepare a person for shelter work? One administrator prefers that employees know the homeless population. It may be helpful to hire persons who have been homeless or on public assistance because of the understanding they bring. Perhaps mixing staff having personal experiences with others who have a more traditional academic background allows a sharing of expertise and provides choices for residents. Where salary levels cannot attract professionals, hiring criteria might include human service experience and knowledge of local helping agencies. Background in working in residential treatment facilities may also be helpful.

A shelter worker at Welcome House in Covington, Ky., expressed the hope of employing "someone who cares and is stable". She suggested that excellent training for employment in family shelters such as hers would be to live the life of one of the women in residence. Staffers, she added, need to be aware of their own race, gender, ethnicity and to understand that shelter clients may have had experiences very different from their own; that they, the staff, tend to place a particular set of values on residents.

Also, having a racially mixed staff is desirable, particularly in urban areas to help build trust levels and communication with clients.

As to the selection process, St. Vincent Hotel, Dayton, Ohio, has asked prospects to spend two weeks, paid, on site as part of being interviewed. In Columbus, Ohio, the Open Shelter has asked applicants to participate in a "blind interview"--five to six hours on the job, without orientation. As a follow-up, the applicant and staff members join in a round-table interview. During an interview, using role-playing may be helpful in revealing an applicant's attitude toward homeless people as well as common sense.

Staffing styles

Often shelters are run by volunteers. Some volunteers receive a small stipend, or live together near the homeless program. Freedom House in Richmond, Va., is an example of the latter. Charleston, S.C., Interfaith Crisis Ministry shelter has a pool of 150 volunteers who work with as many as 120 homeless people nightly and bring in and serve snacks. Volunteer staffing may be the only way to get a project started, but few groups can maintain the effort indefinitely without a large and renewable base of workers to draw from, unless these people consider themselves part of a "community" with the poor. There are a number of volunteers willing and able to endure the sacrifices inherent in such a lifestyle.

There are different schools of thought on utilizing residents to run homeless programs. ACCESS, Akron, Ohio, has kept a "transitional" room for a client working to upgrade herself or who is enrolled in school. An occupant of the special room has done meal preparation and facilitated shelter operation in other ways. Some shelters require that guests help with cleaning. Others prefer that residents concentrate on getting out of the shelter, or find it unfeasible to have everyone involved in meal preparation. If residents help maintain the environment, their self-worth appears to be strengthened, but if this idea is pushed too far, it can exploit people.

Most shelters have a director and some staffing. Persons who "cover the house" for a shift may be called client advocates, direct service staff, night managers, day staff, and so forth. There might be a cook, maintenance person and case manager in addition to a bookkeeper and volunteers.

Staffing patterns

Administrators will undoubtedly experiment with the number of workers per shift and hours they work. (See "Staff/client ratio" above.) It is difficult to generalize about staffing patterns because these will vary according to purpose, size, guest population and funding of the shelter. Below are styles of staffing two small shelters.

A night shelter for a maximum of 16 adult men and women, Fairfield County (Ohio) Emergency Shelter, initially operated with a director and two full- time direct service and two part-time relief staff. Full timers worked in five-day blocks, one from 5 p.m. to 12:30 a.m. and the second from 12:30 to 8 a.m. Relief staff covered weekends. Staff members were paid for attending monthly afternoon staff meetings with the director, who does case management during the day.

"The world is moved not only by the mighty shoves of the heroes, but also by the aggregate of the tiny pushes of each honest worker."
Helen Keller

At West Side Catholic Shelter, Cleveland, a dozen mothers and their children were served by a staff that included four full-timers, who worked 9 a.m.-5 p.m.; three part-timers who covered afternoons from 4-10:30 p.m. and nights from 10:30 p.m.-9 a.m. A cook, on duty from 11:30 to 4:30, prepared lunch, dinner and did menu planning. The shelter is located in a multi-service drop-in center. The center's volunteer coordinator worked at the shelter one night a week. Secretarial support came from the center. Another center worker assisted women in finding permanent housing.

Administrators may want to look for ways to build incentives into their staffing procedure. For instance, at the 12-bed crisis shelter of West Side Community Mental Health Center, Cleveland, Ohio, two men have covered weekends. Each worked 12 hour shifts and came in two other days for eight-hour evening shifts. An effort was made to group the four working days in a row for each man.

It is wise to have a staffing plan for worker vacation periods and emergencies. Some shelters may have a live-in worker who is on call. One administrator has developed a list of "contract" people to call on as needed. Volunteers might fill in.

It will be helpful to post a staffing chart. At East Side Catholic Shelter, Cleveland, workers and volunteers are represented by numbers on a chart that covers a one-month period. For each day, time slots are listed in chronological order; opposite each is the number of the person filling the slot.

In-service.

Because they must deal with complex problems presented by guests, including mental illness and substance abuse, staff members need the support and training afforded through educational programming. Many community agencies will offer training without charge. Opportunities for education can be built into staff meetings. Also find ways, through scholarship opportunities and donors, to send staff to workshops and conferences as a way to motivate and to network with other agencies, as well as to learn. The Martin Luther King Center in Tacoma, Wash., which hires homeless persons, has a small in-service fund and allows flexibility in its use. One worker bought new shoes to improve his appearance at a time when he was beginning to do public speaking. Another needed to purchase a tire so he could get away for a needed vacation.

Creative Ways of Finding Staff

Special programs, in particular government-funded efforts, may be sources of dependable workers at relatively low cost or no cost to a shelter.

- In an older Americans' community service employment program, three part-timers have served at a Cleveland, Ohio, transitional housing program. The purpose of the federal effort under the Department of Labor is to provide job training and work in community service or non-profit organizations, ultimately leading to permanent job placement in public or private sector. Eventually the training site, if financially able, is expected to hire the persons. Participants are low-income persons aged 55 or older. They work 22-25 hours a week for at least minimum wage. The American Association of Retired Persons coordinated the Cleveland program; the sponsors differ, depending on the location.
- In Springfield, Ohio, persons who must do community service as a requirement for receiving public assistance benefits help out at Craig House shelter during the day. Consult local welfare or human service departments to learn requirements for becoming a work site for such workers.
- Persons found guilty of drunk driving and other offenses may be given the option of doing community service instead of serving time in jail. Consult the local courts for information.
- VISTA volunteers, who receive a stipend of $400 or more a month and medical insurance from the federal government, helped start Samaritan House in Lima, Ohio. VISTAs assist shelters in many parts of the country, although regulations currently preclude their roles from being primarily direct service. Friends of the Homeless, Columbus, Ohio, has used VISTA and church volunteers as well as donations from a real estate relocation service to collect donations to equip the shelter and its transitional housing units. A state's ACTION/VISTA of-

fice is a source of information on the program.

- Teens in the Cleveland, Ohio, Summer Jobs Program served as aides in the East Side Catholic Shelter. Consult the local Private Industry Council and local government about job programs.
- In college and university towns, student interns and young people in work-study programs are other important sources of staff, particularly for one-to-one counseling and program development.
- The New Horizons shelter, Manchester, N.H., was having difficulty recruiting staff because of the low unemployment rate in the state. Through a good relationship with the statewide newspaper, New Horizons' director asked if an article could be written seeking a staffer who would give a one-year commitment. The result was five applicants from the immediate geographic area.
- Social service agencies may provide staffing for specific services at a shelter.

Volunteer Program

Volunteers are the backbone of a number of shelter programs or were instrumental in starting them. Volunteers can: 1) Arouse public awareness of a project, serving as its advocates; 2) help expand services, while 3) contain costs; and 4) be a source of financial support. But volunteerism is a two-way street--with opportunities and obligations for both worker and sponsoring organization. Shelter operators should plan well on how to use volunteers, and be prepared to work with "paid" volunteers--those who may need day care for children, bus fare and lunches. Many volunteers quit their service if there is an inadequate structure for them or if their talents are being underutilized. Working with volunteers takes a lot of staff time.

Voluntary spirit

Here are some shelter projects that count on volunteers:

Rural Resources, based in Colville, Wash., depends on a network of volunteers, including VISTA volunteers, to provide emergency shelter to the homeless of a 5,000-square-mile area. The organization rents three apartment units and a duplex to provide shelter in Colville, but in outlying towns, the homeless are placed in motels and host homes. Usually homeless persons meet local volunteers for shelter through a food bank or community service department. Police, sheriff's offices, hospitals and job services all know the Rural Resources shelter program and can contact the shelter volunteers 24 hours a day. Rural Resources offers their volunteers mileage reimbursement, technical assistance and training, and helps them link up with community resources.

San Antonio Metropolitan Ministries, a group of 36 religious organizations, operates a shelter in an old hotel. In 1982, with its first ten member congregations, SAMM opened the night shelter. Member congregations sent volunteers to staff the program. Usually six to eight workers came with their pastor, who would orient them to the tasks at hand. The workers then did intake of guests, monitored security, enforced lights out and made sandwiches to distribute when guests left. Though the shelter now has some paid staff members, volunteers continue to be a part of the program. The advantage is that the affluent come face to face with homeless people, according to SAMM's director. "They get to talk to some homeless (people) and that probably will never happen in their lives again--I don't want to see them lose that."

Church Rotating Shelters. Churches in a geographic area work cooperatively to shelter homeless persons. South Oakland County, Mich., has had an overnight shelter program using the facilities and volunteers of nearly 60 churches (See case study.). Modeled after the South Oakland effort is the winter overnight Rotating Church Shelter Program in Ann Arbor. Coordinated by staff of the Shelter Association of Ann Arbor with assistance from the Salvation Army, the churches in the program take the overflow of homeless for whom the association does not have space. The association works out the mechanics of the program with the churches, screens guests, trains church volunteers and provides bedding and transportation of mattresses. An association staffer also gives on-site help to the churches at least during the first few evenings of their involvement and is on call in case there is need for help. Each church houses the homeless for two weeks.

A similar project is the Congregation Hospitality Network of the Interfaith Council for the Homeless of Union County, N.J. Clients are families and single women. Guests search for housing weekdays with help from Elizabeth Coalition to House the Homeless and the Elizabeth YMCA. In a weekend daytime component of the program, guests can stay with a host congregation or at a YMCA.

St. Vincent Hotel, Dayton, Ohio, a night shelter, has volunteers come in each morning to clean the facility and do laundry. At another shelter, a volunteer has written the newsletter. The Drop Inn Center, Cincinnati, relies on church groups and its male guests to help with clean up, meals and rehabilitation of buildings it has acquired for low-income housing. The largest shelters in Columbus, Ohio, rely on church volunteers to "cater" evening meals to the 90-100 residents of each program. In one shelter, a volunteer teaches a weekly painting class to help people express themselves and to build self-esteem, and another volunteer is helping set up a guest-guest literacy tutorial program.

South Oakland Shelter (S.O.S.), South Oakland County, Mich.

Homelessness was evident in suburban northwest Detroit in 1985. The closest emergency shelters were in Detroit proper and in Pontiac. Five residents of an area which includes Royal Oak, met about the problem. They invited local ministers to a second meeting, where it was decided that each of the 12 churches represented by participants would take a turn serving as an overnight shelter one week at a time that winter. Another six churches participated during the first year of this South Oakland (County) Shelter (S.O.S.) project. Through garage sales, volunteers raised funds to buy foam mattresses; churches donated blankets. A professional intake worker was found to staff a church that served as an entry point to the shelter program. That staffer's main task was to screen out persons abusing drugs or who were drunk.

S.O.S. successfully won support and continued during winter 1986-87, when churches in the county housed 224 different people by providing 4,150 bed nights over a 32-week period. Participation awakened church volunteers to needs of the homeless. One church organized free food and clothing programs, and temporary housing for several elderly persons.

The S.O.S. volunteer core group of some eight persons promotes the shelter program, that in Winter 1987-88 included 40 shelter churches, another 12 to 15 churches providing cash support, and five paid staffers doing coordination, intake and counseling. Core volunteers give recruitment presentations about S.O.S.--sometimes separate talks to a minister and a congregation. They also conduct an orientation session with a church's volunteers. In involving churches, stressing the faith element is key. S.O.S. promoters have had to discuss myths and prejudices related to the homeless.

In 1987-88, S.O.S. planned to use various intake points, publicized through a roster given to police, the information and referral phone line, and appropriate persons. The homeless arrive at an intake point between 6 and 7:30 p.m. Churches giving shelter send volunteers to drive the homeless to their building. Once guests are inside, the shelter project becomes one of the sponsored activities of that congregation, covered by the church's insurance. A church runs the program according to its own circumstances, absorbing on-site operational costs--but all within general S.O.S. guidelines. All churches provide guests with dinner, breakfast and a packed lunch.

The five S.O.S. employees are part-time; they are paid for half-hour travel time to and from intake points as well as time on the job.

S.O.S. plans to form a board since the long-range goal is developing a year-round permanent shelter for the county.

Effective leadership

A shelter can attract better volunteers if it has an organized program for them. Someone must serve as the volunteer director--an existing staff member, a volunteer, or someone paid full-time or part-time. The director should possess organizational ability and human relations skills, and will benefit from training in volunteer management. It is important to have the director conceptualize what the shelter has, what it needs, and what are the gaps. The needs of the shelter must be defined before volunteers are recruited. Perhaps the director function could initially be handled by a committee.

Volunteer management training, recruitment ideas and help with volunteer program assessment can frequently be obtained through local volunteer centers. Consult the yellow pages of the telephone directory for a Volunteer Action Center, call the local United Way, or the local information and referral line to find a center. Another source of information is VOLUNTEER--the National Center (See National Resource Organizations).

The following are areas the director of volunteers should deal with:

1. Planning, developing, implementing and evaluating the agency's volunteer program
2. Providing volunteer management training for paid/unpaid staff who work with and/or supervise others
3. Investigating, creating and developing meaningful and appropriate volunteer positions
4. Recruiting and placing volunteers in appropriate positions
5. Advocating increased agency-wide commitment to volunteerism.[13]

Steps in creating organization-volunteer partnership

1. Initial interview. With the goal of integrating

volunteers into the operation of the shelter, the volunteer director carefully interviews candidates on interests and skills. Explaining the work/goals of the organization, trying to ascertain the candidate's needs (such as filling a void caused by retirement, or bettering the community) will go a long way in properly placing the person within the shelter.

2. Orientation. Before the volunteer goes to work, he/she needs to know the tasks involved, the supervisor, hours, conduct expected, confidentiality requirements and other pertinent information. Working With Homeless People: A Guide for Staff and Volunteers (See "Suggested Reading") is specifically geared to volunteers in New York City church shelters. The manual offers highly practical suggestions for the volunteer who staffs a shelter and gives direct service to guests. A very useful manual was developed in Omaha. (See case study.)

3. Job description. Ideally volunteers should have written job descriptions that include their title, supervisor, tasks/responsibilities, time commitment, qualifications and training.

4. Supervision. Ideally, the director and volunteer establish training goals--generally for on-the-job training--with a timeline. The director works closely with the staff, who must know and accept the volunteer program, especially since staff will be supervising volunteers.

5. Recruitment. Towards interesting people in volunteering, the director should:

- Be able to discuss advantages of working at the shelter
- Know radio, TV, newspaper outlets that will reach potential volunteers through announcements, articles and ads, as well as appropriate places to post notices.
- Identify who can help spread the word about the need for volunteers. To reach churches, work through your local ecumenical church board. Volunteer clearinghouses will keep a record of your volunteer needs on hand as part of their work in matching would- be workers with appropriate jobs. Get listed with the National Volunteer Clearinghouse for the Homeless, Washington, D.C. (See National Resource Organizations).
- Find groups that have a natural tie to the shelter. The director of Red Cross Emergency Housing, Dayton, prefers former clients as volunteers. Sometimes this type of volunteer can say, "I was in your shoes, too." St. Vincent Hotel is able to recruit workers from its citywide sponsoring organization, the St. Vincent DePaul Society, which has a goal of assisting poor people.
- Create ways to make the shelter more visible in the community. In Omaha, several organizations worked cooperatively on a citywide media blitz to elicit material aid and volunteers for the various shelters around town.
- Don't underestimate college and high school students as a source of volunteers. In 1987, a Yale student, working in cooperation with the National Coalition for the Homeless, prepared a "Student Homeless Action Campaign Guide". It presents food salvage, material aid and other project ideas. Students can often receive course credit for their volunteer work with homeless people.
- Tap older Americans. Explain the shelter's needs to the local RSVP (Retired Senior Volunteer Program) unit.

6. Records-keeping. It is important to have a way of informing staff as to which volunteers will be on site and when. Hours of service should be recorded. These can be translated into a dollar value, useful in demonstrating that the shelter receives in-kind donations. St. Vincent Hotel, Dayton, mails a blank calendar page every month to its volunteers. They write in the days they'll cover and return the calendar.

7. Recognition. Ongoing means of recognizing the work of volunteers are desirable. Volunteers can be pictured in promotional materials and the newsletter. Their birthdays can be remembered, notes of thanks written, etc. St. Vincent Hotel has a brief volunteer newsletter to inform workers of program changes and to thank them.

8. Evaluation. Feedback related to a volunteer's work experience needs to be planned into the program.

A number of helpful books on the subject of volunteerism are available; in addition VOLUNTEER--the National Center publishes "Voluntary Action Leadership" four times a year.

Outside initiatives

Some may want to help the homeless in ways not planned in a shelter's volunteer program. Be open to suggestions, weighing their value against the staff time required.

Since late 1987, for instance, Big Brothers/Big Sisters of New York City has made a special effort to include homeless children in its regular relationship-building program of matching youngsters of single parents with adult volunteers. To find interested children, the organization has contacted staff of Manhattan homeless hotels and the local board of education, and has posted informational fliers.

Project Homeless, Omaha, Neb.

A successful citywide effort to elicit donations and volunteers for local shelters was publicly launched in late 1987 by the Junior League of Omaha with a six-week media campaign. Cooperating in "Project Homeless" were the Urban Housing Foundation, Community Alliance, and Omaha Coalition for the Homeless.

To start the project, organizers over a three-month period built relationships with directors of emergency shelters. Directors were interviewed about their needs--which turned out to be volunteers, since volunteers are integral in the day-to-day operation of the facilities.

The December 1987-January 1988 media blitz was designed to attract donations and volunteers for the shelters. It included human interest features focusing on Omaha shelters/homeless, radio public service announcements, daily newspaper coverage and ads, and billboard and busboard appeals. The Junior League invested some $5,000 in the effort and estimates it received some $20,000 in donations.

Pledges of material aid and volunteer help were phoned in to a telephone hotline donated by Northwestern Bell and operated 12 hours a day. So many contributions flowed into supermarket collection points that the local food bank was enlisted to accept donations, and, finally, storage space was rented.

Some 100 persons phoned their names in for the volunteer list. Follow-up telephone screening was done with these callers. Urban Housing prepared a training manual of some 15 modules that shelter directors can use with these people, and scheduled an initial three-hour training session (A manual is available for $18 from the Junior League of Omaha, 808 S. 74th Plaza, Omaha, Neb., 68124.). Would-be volunteers were sent written invitations to the initial training. They could choose either a Saturday or an evening session. Sessions covered demographics of the homeless population, the shelter environment, duties and responsibilities, working with the homeless, dealing with their own feelings, safety issues, etc. All the volunteers were asked to name three shelters where they would like to work.

Organizers intended to provide technical assistance on volunteerism to the shelter directors. The plan was to turn over the project to the Omaha Coalition in May 1988. An organizer noted that Project Homeless has taken a lot more time than anticipated. What is making it successful is that effort was made at the beginning to build relationships with each shelter director. Also, organizers tried to apprise directors in advance of the various phases of the project.

Policies and Procedures Affecting Guests

For fairness, consistency and sanity in the shelter, the staff, volunteers and guests need and deserve policies and procedures.

Policies are guiding principles that may be necessary to decide such matters as acceptable conduct of staff and residents and service programs to be offered. Policies need to be clear, consistent and understood by all. From policies flow specific procedures-- step-by-step guides for action. In addition there should be enough rules--statements of what should/should not be done--to guide residents in adhering to shelter policies.

Here is an example of a policy, related rule and procedure.

Policy: Samaritan House (Lima, Ohio) will provide a safe, temporary shelter.

Rule: Physical violence and verbal abuse are not acceptable.

Procedure: If a staff member suspects abuse or neglect of a child in the house, it is necessary to report this suspicion to children's protective services, according to state law. The staff person will therefore notify the director of the house, and the director will be responsible for state reporting. Other action should be taken as dictated by the circumstances of the situation and the safety of the child. A description of all situations in which abuse or neglect is suspected should be recorded carefully and objectively in the resident's log book. Likewise, an unusual incident report describing the situation should be filled out.

Resident Policies

Main areas to prepare policies and procedures that directly affect guests are:

Admission requirements

- What is the age minimum?
- Is entry on a first-come, first-serve basis; by reservation, by referral--or by some combination of the three?
- Must guests present identification cards?

- Will certain categories of people be excluded? For example, substance abusers and those with severe mental illness.
- Will guests need to agree to certain behaviors as a condition for admittance? For instance, signing a contract to look for permanent housing, participating in personal counseling or case management, attending house meetings, submitting to a trial stay period. (See Appendix 1. for Shelter Agreement.)
- How far over building capacity will the shelter go in taking guests and under what circumstances?

Intake

- When is the intake done and by whom on the staff?
- What minimum intake information is needed besides demographic, and causes and perceived solutions to homelessness (for example, health problems, mental health treatment history, who to contact in case of emergency)?
- Will the guest be required to sign a waiver of liability form to protect the shelter? (See Appendix 1. for Shelter Intake Interview form.)

Rules

- How will rules be explained to guests? What is expected of guests, and what the shelter can offer to them are best made known at intake. Most shelters read the house rules to a client and provide an printed copy of regulations. Rules should also be posted.
  Some rules are very simple--no alcohol, weapons or illegal drugs on the premises; no physical violence or verbal abuse permitted. Generally a curfew hour is stated. Matters such as contract- signing are discussed. Family shelters generally have more elaborate rules because of the presence of children. (See Appendix 1. for Shelter Guidelines, Rules and Operating Policies.)
- What are procedures when rules are violated?
- Is there a clear and fair grievance procedure to deal with client dissatisfaction with staff decisions or facility policies? (See example in Appendix 1.)

Length of stay

Often maximum length is determined by government funding programs. Frequently shelters extend the period for good reasons. Length of stays generally range from 14 to 90 days. Many shelters have open-ended lengths of stay. A length of stay should be selected to provide a realistic amount of time for people to stabilize and regain independence without forcing them to move from shelter to shelter just to survive.

Confidentiality

What measures are staff taking to insure confidentiality about a resident? Generally shelters develop an authorization form for release of information to helping agencies. Files on guests should be kept in a lockable file cabinet with limited access to pertinent internal staff. (See Appendix 1. for Data Privacy Confidentiality Policy and Authorization of Reciprocal Release of Information.)

Laundry

Will laundry service be available? Some shelters wash linens as well as the guests' personal items. Others may provide a washer and dryer--free or coin-operated. There may or may not be scheduled hours for the guests to use the equipment.

Mail

Guests usually need a permanent mailing address for job search, receipt of public assistance benefits, voter registration and other purposes. How long will the shelter hold mail? Will the shelter be able to receive mail for homeless people who are not necessarily staying there at the time? Will a mailbox system be needed because of the size of the shelter?

Phone

Will a telephone be available for guests' use? A shelter may take incoming messages and offer a phone for business calls, or a pay phone may be suggested for outgoing calls. There may be a time limit placed on length of calls. It's best to offer the use of a telephone for incoming and outgoing calls for the guest to facilitate arrangements for job search, housing search and support services. It is also critical for people to maintain contact with friends and relatives. Some phone systems can be programmed to restrict outgoing long distance calls to specific extensions.

House Procedures

A shelter also needs:

Resident log

Compiled by the staff, the log is a record chronicling significant events each day. Generally, it includes medical information on guests, a record of valuables given to the staff for safekeeping, violations of house rules and unusual incidents. It can list who worked what shift, referrals to the shelter from other agencies, police drop-offs. When staff come on duty they read the log to learn what is going on. It also helps administrative staff to keep in touch with the significant events of the day.

Daily sign-up

Every shelter needs a record of guests each night. It gives names at minimum. A large shelter might also include bed number assignments and chore number assignments. The sign-up sheet can also be used to "reserve" a spot for people who will be arriving late due to their job, AA meeting, or other reasons.

Crises procedures

- Are guests required to sign a medical release of information form? (Appendix 1. contains Authorization of Reciprocal Release of Information form.)
- How will staff deal with a person who has a contagious disease? Is there a policy on AIDS? It would be good to offer in-service training on this.
- Under what circumstances will police be called into the shelter?
- In family shelters, how are suspected instances of child abuse dealt with? There may be legal requirements in this regard.
- What is the method of reporting unusual incidents?
- What are the emergency medical procedures? All staff should be trained in basic first aid and CPR.
- Can the shelter staff transport guests to the emergency room when emergency medical squads refuse?

Food service

- Will the shelter operate a kitchen? Because of staffing, space and health department requirements regarding food storage, vented stoves, etc., shelters may resort to carry-in meals. In small facilities, a microwave oven is practical for warming foods.
- Will guests cook their own meals? What is a practical system for sharing the kitchen?
- Will the shelter assist departing guests by operating a food pantry to supply them with groceries when they leave?
- Will new mothers be helped in receiving their entitlements? New mothers enrolled in the federal Women's, Infants' and Children's Supplemental Nutrition Program (WIC) have the right to receive food from the program (milk, cheese, infant formula, etc.) while residing in a shelter.
- Will guests be aided in getting the food stamps to which they are entitled? Homeless persons can qualify for expedited food stamps. They do not have to have an address. Food stamps are given to a household--which can be one person living alone. Households do not need to have cooking facilities.

Facility Operation

Also needed are standardized ways to deal with fire safety, building security and maintenance. Here are some procedural areas:

To meet licensure, funding and code requirements:
- What is the plan for emergency evacuation of the building? Are procedures for staff and guests posted with diagrams of evacuation routes, exits and stairs? Are there routine fire drills, especially in larger buildings?
- What is the tornado warning procedure?
- Is staff orientation given in the operation of fire alarms, smoke detectors, and fire extinguishers?

To secure the building:
- How is curfew enforced?
- What are the arrangements for residents to enter and exit the building during the night in order to hold down jobs?
- During what hours are residents permitted visitors at the shelter?
- Is the building locked for residents' protection always or only at night?

To maintain the facility:

- Will guests share in daily clean-up?
- Is there a seasonal chart alerting the administration to times for furnace maintenance and turn on, extermination services, general cleaning, trash removal and so forth?
- How are requests for repairs handled?

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V. Reintegration Initiatives for Homeless Persons

4. Serving Persons with Mental Illness

Who are the homeless mentally ill? Findings vary, but most studies indicate that roughly one-third of all homeless persons suffer severe mental disorders.[1] Most studies on the homeless nationwide find that between one-fifth and one-third had been hospitalized for their illnesses.[2]

In what follows, "mentally ill homeless" refers primarily to those who after some period of hospitalization end up on the streets as a result of being discharged without planning for their future after a debilitating and chronic experience of psychosis. The term also refers to those people suffering from serious mental disorders who have not received adequate assistance in the community and were never hospitalized. Care of these severely mentally disabled (SMD) persons often falls to shelter providers. Most mental health systems, 20 years after deinstitutionalization began, have not established ways to assure meaningful services or housing for all their clients leaving the hospital, nor have they generally developed in sufficient quantity alternatives to hospitalization to treat those no longer hospitalized under current practices. Homelessness itself contributes to mental illness. A kind of "street psychosis" prevails among those unable to cope with the stress.

Inadequate Care

Custodial care through shelters rarely assists homeless people with mental problems in any rehabilitative way. They need stable housing and mental health services. Shelters often prove inadequate for SMD clients for at least three reasons: First, even shelters have many rules to abide by (even if these rules are necessary for security), and outbursts may lead to expulsion; second, shelters do what they can, but many are closed during the day and are inadequately staffed to achieve engagement with all clients; third, a shelter is inherently a poor place to regain mental stability, despite the programming which is attempted. Shelters are full of other hurting people, many of whom have no sympathy for a person struggling with hallucinations. There is little privacy; one often finds people withdrawn in little nooks and hallways of a shelter to escape scrutiny. SMD guests may not have the skills necessary to navigate the income support or mental health service systems. Seriously mentally ill homeless people cycle through communities, circulating among shelters, marginal housing or the criminal justice system.

Shelter providers realize the mentally ill require a more stable form of housing. Advocates for the homeless place the main responsibility for developing community-based, long-term housing options for SMD persons on local and state mental health systems and the political entities that provide their funding.

Effective Responses

This section of the manual borrows from Chapter 3 on community support systems, by Levine and others, in Bassuk's Mental Health Needs of Homeless Persons.[3] Used here are some program examples. For other descriptions, consult the National Resource Center on Homelessness and Mental Illness (formerly CHAMP). The center also offers journal articles, speeches, conference proceedings and other materials. The National Institute of Mental Health (NIMH) offers a number of pertinent publications as well. (Consult National Resource Organizations Appendix.)

National Models

In 1977 NIMH introduced the Community Support Program as the only major federal response to the lack of community-based services for the deinstitutionalized mentally ill. Through the program, state governments administer demonstration grants designed to provide exemplary models of integrated and comprehensive Community Support Systems. Where these have been developed, the severely mentally ill have been shown to improve in psychosocial functioning on a number of indicators.[4] The following are essential characteristics of an effective system for homeless assistance providers interested in establishing better services.[5]

1. Outreach
2. Assistance in meeting basic material needs
3. Mental health care
4. Twenty-four-hour crisis assistance
5. Comprehensive psychosocial services
6. Rehabilitative and supportive housing arrangements

7. Backup support for agency employees and volunteers
8. Involvement in natural support systems--family, church, etc.
9. Protection of clients' rights and establishment of grievance procedures
10. Assistance in using formal and informal helping systems.

Outreach

Due to the distrust that mentally ill homeless people have of service systems--often due to poor services in the past--efforts must be made to reach out to engage them in assistance. Outreach must be nonthreatening and attempt to establish a level of trust that will lead to treatment and/or service interventions. According to one source, "...Outreach can encompass not only the activity of engaging people in treatment and service systems but also may be a form of mental health treatment and therapy itself. It may include various elements of case management, advocacy, community organizations and political action".[6]

A team approach to outreach is suggested. Chicago, Nashville, Columbus, New York City and Philadelphia are among cities with street outreach teams. The Midtown Outreach Project, New York City, has sponsored a street team as well as two medical/psychiatric teams serving shelters and drop-in centers. In Philadelphia, the Women of Hope-Mercy Hospice Outreach Program has used a pool of some 100 to 150 volunteers, including the formerly homeless, to staff its efforts of dealing with people living on the streets, many with mental disabilities.

Working with homeless people on the streets and in shelters of Columbus, Ohio, are mental health workers of Project Liaison, one of five NIMH demonstration projects in the state. Workers try to involve the homeless in mental health treatment, peer support, medical assistance, housing placement and other social services. Project Liaison seeks to coordinate and use existing local resources. Staff work closely with shelters, and the project itself is based at a community mental health center.

Outreach can involve getting the homeless enrolled in public assistance programs and finding them representative payees. A representative payee is a person approved by Social Security or another benefits program to receive the person's check if he/she is considered unable to manage money in his/her best interest.

Basic Needs

Community Support System guidelines cite the necessity of meeting a person's basic human needs, such as shelter and food, before hoping to effectively treat his mental illness. Sometimes, though, a person may have to be hospitalized before his basic needs can be attended to. When a person tends to resist services, the outreach worker who initially located him might be more successful than others in gaining cooperation.

> ***"But if we are going to resolve some of these problems of deinstitutionalization and help the chronically mentally ill in the community, they must be our highest priority in public mental health.***
> ***"Second is that an ample range of graded, supervised community housing settings must be established..."***
> ***H. Richard Lamb, M.D.***

Several communities have started drop-in centers for SMD clients. In these less structured, reduced-threat settings, basic needs are met and the SMD person may be more receptive to supportive services and is in a better position to benefit from more substantive mental health care. In Cleveland, Ohio, the Money in Mailboxes program, another NIMH demonstration project, operates two drop-in centers. Case managers assist guests in obtaining food and clothing, and offers showers. Referrals are made for mental health, medical and dental services. Staffers are working to develop and train crews of SMD homeless persons to renovate housing units.

Shelter-based Help

The mentally ill homeless may fear recommitment to an institution, or they may place low priority on mental health treatment because of past experiences with traditional care providers. In addition, it is not uncommon for mental health officials to assume homeless clients will resist help and so deny them quality care programs. Rather than make the homeless mentally ill conform to conventional mental health service environments, help must be provided in a flexible, non-threatening and accessible way. Shelters can play a role at the point at which engagement of a mentally ill guest can occur. At minimum, staff should receive training in identifying major psychiatric illness, to intervene appropriately in times of crisis, provide supportive counseling and help plan and assure follow through with treatments and social services. It is also good to have on-site psychiatric consultation for prescriptions and administering medications. The Shelter Worker's Handbook explains how mental health practitioners assess a patient, covers common psychiatric disorders, and touches on dealing with crises, as well as establishing relationships, and involuntary commitment.[7] Another useful guide, Working with Homeless People covers disorders, medications and how to work with mentally ill guests.[8]

For in-service training, shelter providers need to tap their local mental health authorities for free professional help, for ultimately the care of the mentally ill is the responsibility of the mental health system. Mental health authorities should also be working cooperatively with shelters in providing counseling, case management and other services on site.

Program Examples

The plight of the homeless mentally ill on the streets and in shelters is a national disgrace, but there are some bright spots.

In Dayton, Ohio, the Community Living Center of Good Samaritan Hospital's Department of Mental Health provides one regular and one on-call caseworker to St. Vincent Hotel, a night shelter for men and for women and their children. The center is part of a countywide network of interrelated services and programs established by health centers and the local mental health board for the mentally ill. St. Vincent's staffers prescreen homeless individuals perceived to be in need of treatment. The health center caseworker is at the shelter one morning a week for two hours as guests depart in order to meet with the prescreened clients. She makes referrals to appropriate mental health centers, and may even accompany a client to a site. She also does some counseling and preventive work.

New Horizons, Manchester, N.H., obtains services of a mental health worker 20 hours a week, funded by the New Hampshire Department of Mental Health.

In another approach, the Birmingham (Ala.) Health Care for the Homeless Coalition hired a psychiatric nurse in early 1988 to make regular visits to six area shelters. She offers two-to-three hour clinic sessions during each visit to counsel and provide medications. The nurse also conducts in-service training on mental health treatments on a one-to-one basis with shelter staff. The effort is modeled after the coalition's physical health care service involving a mobile unit that visits the shelters.

A voluntary effort, the Pro Bono Project links mental health professionals to Denver shelters to give free services to clients and train staff. The project is sponsored by the Mental Health Association of Colorado, the state Society of Clinical Specialists in Psychiatric Nursing, Psychological Association, Psychiatric Society and Society for Clinical Social Work.

The Stewart B. McKinney Homeless Assistance Act established two new programs in the National Institute of Mental Health. These are a block grant program for services to the homeless mentally ill, and community mental health services demonstration projects for the homeless chronically mentally ill. The latter is a competitive program for which state mental health authorities can apply. By mid-1988 a dozen states were funded for demonstration grants. Projects receiving two-year support include outreach and services to the mentally ill homeless in Chicago. A prime goal is to ensure a decent, adequately supportive residence upon a person's release from the hospital and to assist in maintenance of the residence long after. In the Flint-Ann Arbor, Mich., area another demonstration project aims to offer housing assistance, including a locator service, rent supplements and a transitional housing program. Staff provide consultation, training and backup support to landlords. Volunteers, many of whom had mental illness or were homeless, assist those in the program.

St. Paul's Community Center, Toledo, Ohio

St. Paul's Community Center, Toledo, Ohio, operates a shelter and services linkage program focusing on the SMD homeless. Not viewed by clients as part of the conventional mental health system, St. Paul's finds that its staff needs to develop a trustful relationship with people before they can be drawn into the center. The nonprofit center began with volunteers in 1975 as a place for shelter and a cup of coffee. Over the years the center has progressed into a full adult day service, staffed by both professionals and volunteers, serving the entire county and a few people from a neighboring county. In 1985, a 30-bed shelter was opened, and in 1988 St. Paul's received major funding to start transitional housing.

The day program services some 170 daily. Some 200 are involved in extensive case management monthly--for entitlements, clothing vouchers, health and dental screening referral, emergency transportation, job training and housing referral. Average length of stay in the shelter program is 32 days. Other services include art therapy, meals, and a payee program. Clients are referred by area mental health centers and the local Rescue Crisis line, and there are walk-ins. Some 45 percent of clients are severely mentally disabled. In dealing holistically with those who come, the staff hopes to break the cycle of homelessness.

Crisis Intervention

Community Support System guidelines also call for 24-hour crisis assistance activities. Crisis workers need to be well-trained. They should know symptoms of an acute crisis and the signs of a condition brought on by substance abuse, or too much medication. In addition to knowing benefits and side effects of various psychotropic medications, crisis workers need to be aware of community resources.

With the help of mental health consultants from an agency or mental health authority, shelter providers may work to add to the acute crisis care beds in their area. Work might also be done with local police departments to reduce the tendency to place SMD clients in jails during periods of crisis.

To reduce incidents of homelessness, outpatient and residential mental health services ought to arrange crisis services for their clients. Project Liaison staff (See above.) carry beepers to respond to calls from police and others when a mentally ill person needs help. The mental health center where Project Liaison is based operates Jesse Carpenter House as an eight-bed, short-term crisis stabilization facility. Avoidance of hospitalization and permanent residential placement are the goals of the program.

In Cleveland, Ohio, St. Vincent Charity Hospital is the designated 24- hour psychiatric crisis emergency center. West Side Community Mental Health Center takes referrals from the hospital and from shelters as well as walk-ins for its on-site crisis shelter. Opened in 1981, the shelter now has 12 beds where the mentally ill can be stabilized so as to avert hospitalization. There is a good network with local emergency shelters through the West Side Center's staff, who developed relationships and trained shelter providers in psychiatric assessment.

Housing Advocacy and Other Support

Advocacy for provision of supportive and rehabilitative housing also figures into the Community Support Program. Due to increasing shortage of low-income housing and the stigma associated with mental illness, many SMD homeless people must overcome numerous barriers in obtaining safe and decent housing. Often clients must be placed in therapeutic residences or supervised quarters.

Providers and advocates should work with community leaders and government officials to eliminate inconsistencies in housing policies regarding eligibility determination and irregular funding patterns. Emergency shelter providers must encourage local and state mental health authorities to fulfill their responsibility to provide housing for the severely mentally disabled.

One non-profit initiative is Portals House, Los Angeles, a psychiatric rehabilitation organization providing an alternative to hospitalization. Portals House primarily serves young adults with undeveloped capabilities, no job skills or work history, and who have difficulty caring for themselves or getting along with others. Through a step-by-step program, clients are taught budgeting and vocational skills and also receive mental health care. Eventually residents progress to volunteer work, then paid work at the organization's retail cookie store and other jobs.

The Portals House Community Integration Program offers residential services through which members move from highly structured to semi-supervised housing, with the goal of achieving independent living. Initially, participants learn basic living skills during a three- to four month stay in a structured, family-like environment on Portal premises. Eventually program participants are placed in semi-supervised apartments subsidized by the organization. There, clients are given full responsibility for all housekeeping and financial obligations. After completion of two years in the program, they are expected to move on to independent living.

Interestingly, this "level system" approach itself is controversial. Some mental health officials in Ohio argue this approach uproots people just when they have progressed. Rather, they stress permanent housing as the real solution, with job-placement and other attributes of normal living being essential to regaining mental health.

Support systems

Often the most effective means of assisting homeless persons involves integrating them into natural support systems, including churches, voluntary agencies, and so forth. Families of the mentally ill homeless can be the most effective natural support system. Families could provide invaluable information on client needs and may be willing to serve as temporary care givers.

Civil liberties

The Community Support System guidelines call for protection of client civil liberties. Although much has been said about easing tough standards for committing the mentally ill to institutions, very few of the homeless would actually benefit from hospitalization.

Advocates and service providers should avoid committing SMD persons to institutions as a solution to the inadequacies of community-based care. Reinstitutionalization denies the opportunity for the homeless mentally ill to participate meaningfully in their communities. At the same time, mental health agencies must not ignore the problem of SMD clients who distrust typical agency approaches and resist taking psychotropic drugs.

Tender Mercies, Cincinnati, Ohio

In January of 1985, Chris Hall, a Cincinnati Catholic priest, helped two mentally disabled homeless women obtain separate furnished apartments in the same building. In one month one woman was raped and the other was murdered. Struck by the vulnerability of mentally disabled tenants to such tragedy, Fr. Hall began negotiating with the landlord to obtain a lease on the building with the help of a grant from the Cincinnati Department of Human Services. With this beginning, Tender Mercies became an organization that offers a unique and much-needed housing service for the homeless.

Tender Mercies is a permanent housing program that attempts to provide safe housing along with a sense of community and improved self-esteem for 70 of Cincinnati's previously homeless mentally ill. With the assistance of his associate, Fr. Ed Slater, Hall and his 24-member staff operate four rooming houses. Tender Mercies leases its buildings and tenants pay rents ranging from $100 to $175 on a sliding scale. Rent covers utilities, the provision of laundry tokens and linen service. Each hotel or apartment building has a staff person who is responsible for building maintenance and who is available to tenants during times of crisis. Building monitors also assist residents in taking medications. Throughout the evening, security staff circulate among the buildings.

Tender Mercies staff try to avoid duplicating services available from neighborhood providers. A psychiatrist from the University of Cincinnati Hospital's Emergency Services Unit has operated an outreach station in Tender Mercies' main office. Also, tenants are referred to the nearby Elm Street Community Mental Health Center for other psychiatric services. A full-time caseworker is available in the main office to help assess client's needs and to help them obtain income maintenance supports; caseworkers also advocate for clients and link them with local service providers. Some residents have established payee arrangements and receive financial management assistance through the Cincinnati FreeStore/FoodBank.

A community meal is served once a week for Tender Mercies' residents in a day recreation center in one building. Clients generally obtain their other meals from a neighborhood soup kitchen, while several utilize the services of a senior meals program. Each apartment or room has its own refrigerator, and several kitchen facilities are available.

Tender Mercies is attempting to open a fifth hotel with the help of the Hamilton County Mental Health Board, the Cincinnati Development Corporation and the Robert Wood Johnson Foundation. Tender Mercies is also working with HUD to develop a transitional housing component for homeless clients before they are placed in permanent housing.

5. Dealing with Substance Abuse

Researchers have indicated that 20 to 45 percent of the homeless population have a substance abuse problem. There is no way to establish with precision how many became homeless due to alcohol or drugs and what percentage of the already homeless have turned to chemical escapism after becoming homeless.[9] When people think of alcoholic homeless persons they often think of the stereotype male skid row drunkard. Indications are that today a chemically dependent homeless person may also be female, adolescent, and plagued by severe mental disability.[10]

Research has not yet definitively determined whether the origins of alcoholism are genetic, physiological or even psychological. Nonetheless it is known that the highest rates of alcoholism can be found among the poor. Areas with high rates of unemployment characteristically reveal increased levels of alcohol addiction.[11]

Case histories of alcoholic homeless clients frequently reflect once comfortable lives destroyed by drinking. Occasional memory blackouts brought on increased feelings of guilt and an inability to discuss the problem. Failed efforts to control drinking led to persistent remorse. After a series of employment difficulties and domestic instability the obsession with drinking found the individual in a chronic state of defeatism and, too often, a fear-filled life on the streets.

On the streets homeless alcoholics are often easy prey for thugs. Worries about where to obtain the next meal and an inability to find a warm place to stay intensify their dependency. Because alcohol is a toxin, it exerts damaging effects on many parts of the body. The alcoholic clients who wander the streets often suffer from stomach problems, nerve impairments in the legs and hands, and other disorders.[12] Living without shelter intensifies their health problems.

Traits of Problem Drinkers

Homeless alcoholic people are often loners who have lost contact with friends or relatives. They are likely to be older men who are divorced or separated. A large proportion are veterans. They may have had intermittent periods of drinking with possible suicide attempts. They often drink alone. Promises to stop drinking have been habitually broken. An inability to initiate tasks, rambling thoughts, euphoria without reason, memory loss, avoidance of self- revelation, poor judgment, and obsession with detail are all symptomatic. Alcoholic shelter residents may attempt to exhibit big egos, but in fact they have few ego strengths.[13] They have difficulty abiding by shelter rules.

Results from an Ohio Department of Mental Health study on homelessness indicate that alcoholic homeless persons had substantially more physical health problems than other homeless persons.[14] Findings from analysis of the first year of the National Health Care for the Homeless program show that compared to non-abusers, alcohol-abusing homeless persons are four to seven times more likely to suffer from liver disease; twice as likely to suffer serious traumas; two to three times more likely to become disabled from seizure disorders and twice as likely to have various nutritional deficiencies. Because they are also often heavy smokers they are at a higher risk of lung disorders. Malnutrition makes them prone to infectious disease. Neurological impairments wrought by seizures make them easy prey for criminal assault.[15]

Not surprisingly, shelter operators find assisting their chemically-dependent residents to be a very difficult experience. Yet there are a variety of low cost options that providers can employ to help guest with drinking problems.

Shelters and Substance Abuse

Staff identification of chemical dependence

Homeless alcoholic persons are often painfully aware of their disintegration. Guilt associated with addiction often makes alcoholics resistant to outside intervention. Shelter staff need to be sensitive to the unique needs of chemically- dependent residents. The dually-diagnosed person (chemically-dependent and severely mentally disabled) also presents special needs to shelter staff, including resistance by mental health agencies to providing traditional care.

It can be difficult for shelter staff to identify alcoholic residents. Many are binge drinkers who control their drinking in such a way that they never appear intoxicated. For example, such a resident might disappear for a week at the start of the month while using a welfare check for a binge, then return for three long weeks of attempted sobriety.[16] Alcoholic residents can often be identified by the tendency to rationalize or deny their chemical dependency.

Staff training

Initial shelter intake interviews can yield some reliable information on alcohol abuse together with some indication of mental health problems.

Any effort to assist substance-abusers calls for some knowledge of chemical dependency on the part of shelter staff. Shelter administrators should request local public health officials or representatives from local alcoholism treatment programs to provide shelters with in-service training. Such sessions impart invaluable rudimentary skills to shelter staff and should be provided free of charge. Alcoholism authorities frequently provide films and audio-visual materials to shelters hoping to educate their residents on alcoholism and means of maintaining sobriety.

Shelter administrators should work with local and state credentialing authorities to get interested staff certified as alcohol and/or drug addiction counselors. Although the certification process requires substantial supervised counseling experience and attendance at training seminars, having a certified addiction counselor (CAC) on staff is an invaluable asset. Although credentialing requirements vary from state to state, the process usually takes approximately one year. At the Friends of the Homeless shelter in Columbus, Ohio, a certified alcoholism counselor, hired with McKinney Act funds, works with caseworkers in developing treatment plans that address chemically dependent residents' addiction problems.

The Volunteers of America often employ CACs in their sheltered workshop programs. In such programs homeless alcoholic men assist in the sorting and repair of donated clothing and household items while others pick up donations or help operate thrift stores. The goal of such supervised work environments is to help clients improve their self-esteem in an alcohol-free setting, thereby enabling them to maintain sobriety. The Salvation Army operates similar shelter-based work programs in communities across the country.

Shelter staff should be thoroughly familiar with the detox facilities and substance abuse counseling resources available within their communities. Detox centers' policies vary on fees, follow-up inpatient care and outpatient services.

Alcoholics Anonymous

Providers should network with local Alcoholics Anonymous (AA) chapters in efforts to establish their shelters as regular meeting sites. Ideally these meetings should be held daily. However the frequency of meetings depends on the desired intensity of efforts to treat dependency. Shelters with a large number of alcoholic residents may want to provide AA sessions twice daily. Because of potential role conflicts, it is AA policy that shelter staff are not permitted to moderate meetings during their work hours. It is best to have persons not associated with the shelter to come and moderate meetings. If shelter-based AA meetings are not desirable or possible, many existing AA groups will welcome new homeless participants.

Shelter policies

Rather than turn potentially troublesome, intoxicated homeless persons back onto the streets, several shelters have opened their own nonmedical detox units (more commonly known as "drying out rooms") where residents can sleep it off. For shelters without such a program, policies on whether or not to house drunk homeless persons must be clearly stated and uniformly applied. Essentially, these decisions are based on whether the client is perceived to be a threat to shelter staff and residents. Noticing alcohol on a client's breath is not sufficient reason to deny admittance to a shelter. However, boisterous and agitated clients who request shelter may remain that way throughout the night, especially if they are in their earliest stages of withdrawal from alcohol. These clients who refuse to calm down (who in fact may be unable to calm down) may not be able to be served at the shelter. Admission to a detoxification center may be an answer. If their behavior, however, appears to be psychotic or if they say they are feeling pain, they ought to be brought to a mental health center or hospital.

> ***"And even though since the '60s alcoholism has been treated as a disease rather than a crime, with homeless alcoholics now sent to detox programs rather than to jail, society is still unwilling to deal with anything other than the symptoms of the disease. For if we were to go beyond symptoms associated with homelessness, we would have to tackle some of the structural problems of our society instead of just putting bandages on the wounds."***
>
> ***Louisa Stark***

Potentially troublesome persons seeking admission to a shelter should always be approached in a calm yet firm manner. Staff should never become confrontational with such clients. Threatening postures or tones on the part of staff only exacerbate an alcoholic guest's defensive attitudes and may lead to violence.[17] Much rests on the staff's familiarity with the client. Often providers admit intoxicated persons into their shelters and watch them through the night to prevent problems from arising.

In working with alcoholic residents, staff often need to exercise firmness that may appear callous. "Tough Love" techniques are often needed to overcome the barriers presented by a client's skill in manipulating good-intentioned service providers.[18] Clients only progress through treatment as they themselves willingly acknowledge and overcome their addiction, however, a good support system is essential.

The importance of personalized service to residents from shelter staff cannot be overstated. The chemically-dependent in particular persist in their chronic state because they no longer believe in themselves. Often it is only because a staff person conveys a belief in their self-worth that such residents can begin to feel good about themselves. In this way, they are able to overcome the current of defeatism that sustains their dependency and to develop the sense of self- esteem essential for the maintenance of sobriety.

The attainment of sobriety takes much time and inevitably involves numerous setbacks and failures. Shelter staff and providers must not hold unrealistic expectations in their efforts to be of help. Inflated optimism can lead to crushing disappointment and may then prevent the staff from further attempts at intervention. Shelter providers should consider whether attendance at AA meetings or similar measures should be mandatory for all residents with a suspected alcohol dependency problem. As desirable as this may be, such a policy would tend to drive away active homeless alcoholics. Unless they have elsewhere to go, they are likely to end up on the streets in a highly vulnerable state.

Drug Addiction

Much of what has been said thus far concerning shelter-based efforts to treat alcoholism can be applied to the treatment of drug abuse as well. The similarities associated with these addictions certainly outweigh the differences. Similar to their efforts to assist alcoholics, shelter administrators ought to network closely with local drug abuse treatment authorities and attempt to make Narcotics Anonymous (NA) meetings available. The NA philosophy of treatment is similar to that found in AA. A source of information on locations of NA and other support groups is the National Self-Help Clearinghouse listed in Appendix 2. Outreach efforts aimed at bringing the substance abusing homeless into shelters should be coordinated keeping in mind that alcohol-abusing and narcotics-abusing populations don't ordinarily mix except for those with dual addiction.

Since narcotics abuse is an expensive addiction, clients are more apt to turn to theft or prostitution to finance their habit. While alcoholics often share their booze among friends without funds, narcotics abusers are less willing to share their drugs. Narcotics abusers are apt to have been involved with the criminal justice system though such encounters are common to alcoholics as well. Shelter staff need to become familiar with the effects of street drugs (and combinations) typically available in the area.

Post-Detox Support

In some areas shelter providers have initiated substantive programs for the chemically dependent homeless population. Programs generally focus on provision of supportive aftercare environments essential for maintenance of sobriety after the person completes a detoxification program. Progress can never be made in assisting chemically-dependent homeless persons until they possess a sober frame of mind.

More often than not the homeless chemically-dependent person remains in a chronic state of dependency only because after leaving detox he again faces environmental stresses that had promoted chemical dependency to begin with. Often inpatient rehab facilities accept only medical insured cases and rarely have enough beds. With length of stay often restricted to fewer than 30 days, discharged clients are not ready to maintain sobriety without support services. Most communities have a tremendous lack of post-treatment residential programs for homeless or low-income, chemically- dependent persons. It is not surprising, therefore, that the average alcoholic homeless client has circulated through detox facilities many times.

One approach which addresses the need for supportive aftercare for the substance-abusing homeless is the Alcohol Free Living Center concept found in San Francisco, Calif. Unlike standard welfare hotels where substance abuse is rampant, AFLCs are low-rent housing facilities designed to provide clients with warm and supportive living environments, enabling them to succeed in maintaining sobriety.[19] AFLCs tend to be administered by a parent agency which is providing comprehensive alcoholism services.

Typically, prospective residents of an AFLC must have been sober for at least three months before entry. Clients are referred from other alcohol treatment providers in the community or from the parent agency. Unlike residents of halfway houses, AFLC clients do not receive specialized counseling or direct supervision. However, clients are required to attend weekly house meetings and regular AA meetings, or they must be involved in some other type of self-help group.

In addition to being responsible for their own expenses (rent, food, personal items), residents are required to share in household chores. All are responsible for their own meals and laundry. Length of stay is generally limited to one year.

AFLCs range in size from small houses to larger single room occupancy hotels. Each ordinarily has a resident manager to facilitate weekly house meetings, provide orientation for new residents and monitor maintenance of the building. Resident managers generally are supervised by a project manager from the parent agency. A San Francisco AFLC was made possible through private and public sector funding. A private corporation was asked to serve as a limited investment partner, thus enabling it to benefit from housing credits accrued from the creation of new low-income permanent housing. The credits combined with tax benefits made the AFLC look more attractive to other private company investors.[20]

Lutheran Compass Center, Seattle, Wash., sponsors small alcohol- free homes for persons who have gone through treatment programs. Residents pay room and board, share in household duties, including cooking, and attend three AA meetings a week. A long-term resident is appointed house manager, and he collects rents and coordinates the work needed in the house. A center staff member is overall coordinator. The center has recruited sponsors to subsidize the costs of running a house which are not met by residents' payments.

Structured Alcoholism Programs

Some approaches to treating alcoholism among the homeless are structured, involving client progression through a series of program levels on the way toward recovery.

Drop Inn Center, Cincinnati, Ohio

The Live-in Program at the 100-bed Drop Inn Center in Cincinnati, Ohio, emphasizes a step-wise approach to the treatment of alcohol abuse. The program began about eight years ago and serves 16 shelter residents at a time. The average length of participation is *between 90 and 120 days. The program is funded through the Southwest Ohio Regional Council on Alcoholism.*

After a seven-day period of non-medical detox, clients interested in the Live-in Program are assessed regarding their suitability. If accepted, a client is assigned two counselors, and he begins the first of four stages of a six-month process aimed at the maintenance of sobriety and a productive return to the community. Program administrators attempt to discourage interaction between Live-in Program participants and other shelter residents. Frequently Live-in members have friends at the shelter who are not in the program and who entice them to break their sobriety.

During the first 30-day stage, the person is restricted to the shelter grounds, enrolls in a representative payee program, meets regularly for rap sessions with his counselors and does various chores. Clients attend AA meetings (held twice daily) with others in their stage, and have a weekly recreation opportunity. All participants are required to keep some type of a journal of their activities. Films on overcoming substance abuse are shown each Sunday night.

Most program residents comply with shelter house rules; however, stage-one people who break rules (such as leaving the premises without permission) are dismissed and must wait two weeks before re-entry into the program. Those violating sobriety at later stages return to stage one.

At the 30-day mark, a staff worker evaluates a client's progress and if the evaluation is positive, the person goes on to stage two. Then, a participant is allowed to leave the grounds if he signs out and records his destination. There is an 11 p.m. curfew. The client continues his regular chores and attendance at AA meetings. In group sessions, counselors assertively attempt to motivate the clients to become more self- reliant and to encourage feelings of improved self- worth. Stage two ends with a 60-day evaluation.

During stage three (91-180 days), the client continues shelter duties but is given more freedom to come and go. Each stage-three person receives a personal locker. Participants at this time begin assisting in shelter- sponsored housing rehabilitation projects in the surrounding neighborhood.

During the final stage of the program (181-plus days) the client begins looking for regular employment and maintains a "sponsor" relationship with a counselor. He can get off the payee program and provide emotional support to others who are at earlier levels of the Live- in Program.

Some 14 staff members of the general shelter program serve as program counselors. There is one full-time program coordinator.

Providers at Philadelphia's Diagnostic and Rehabilitation Center (DRC) operate an intermediate 45-bed residence for aftercare clients participating in its outpatient program. Participants are permitted to reside there for up to 60 days.

DRC also has opened the 25-bed Washington House unit specifically for homeless male alcoholics in its outpatient program. Residents are treated at DRC's main treatment center and return to Washington House where daily living and job development skills are emphasized. The men participate in recreational programs and are encouraged to look for employment and housing. The average length of stay is about four months. After graduation alumni frequently continue with treatment at the main facility. Administrators indicate that 55 percent of Washington House grads are working or going to school and have a place to live. Philadelphia's DRC also has a facility for homeless ex-offenders with a primary psychiatric diagnosis and a secondary diagnosis of alcoholism.

Central City Concern in Portland, Ore., operates the Hooper Memorial Center which coordinates outreach, detox and residential services for the alcoholic homeless. Through its Central City Concern/Hooper Inebriate Emergency Response Service (CHIERS), outreach staff have civil authority to pick up intoxicated persons and bring them back to the detox unit at Hooper Center. Afterwards, detox clients enter the Sobering Program. Some of those completing the program join Central City's community alcohol treatment effort located in an old SRO hotel. In the Estate Hotel they find a safe, sober, and supportive environment. Many are involved in an outpatient program of renovating and maintaining Central City-owned SRO sites serving Portland's homeless. Nearly 40 percent of the community alcohol treatment program participants have obtained housing and jobs. Nearly 90 percent of Central City Concern's employees are reformed alcoholics. At Philadelphia's DRC, 75 percent of the counseling staff are recovering alcoholics or drug abusers. All are certified addiction counselors or are in the process of obtaining certification.

Dual Diagnosis

In order to cope with the unpleasant effects of medication, the severely mentally disabled homeless frequently turn to alcohol, which may only serve to aggravate psychotic symptoms and make them more delusional and agitated. With the dually diagnosed (substance abuse with severe mental disability), progress cannot be made in treating the psychosis until the substance abuse problem is acknowledged and dealt with.

Often only the most skilled caseworkers are able to distinguish the symptoms of episodic psychiatric behavior from behavior associated with an acute withdrawal from alcohol or drugs. Multidisciplinary case management teams can effectively address multiple needs in a personalized yet very insightful manner. In utilizing interdisciplinary approaches, it is important to resolving philosophical conflicts toward treatment methods.

Realistic Expectations

Armed with an informed sense of concern, shelter providers can help to ensure that the unique needs of substance-abusing residents are better served. However, staff must be careful to avoid unrealistic expectations. Few chemically addicted people are ever "cured." Success may mean abstaining one day at a time. As to motivation to quit drinking, what does the homeless alcoholic have to look forward to? Both alcohol abusers and service providers need to take calculated risks with real-life activities, such as job training or part-time employment that can enhance a person's self-esteem.

6. Designing Employment Strategies

Homeless men and women want jobs. Many come from the ranks of the working poor and are jobless because of lack of skills, plant closings, layoffs, health factors, sudden personal crises and a variety of other reasons. "A job" ranked second in stated needs of Utah homeless.[21] In a San Diego study, 45 percent of homeless persons said employment was a priority need.[22] Three-fourths of the San Diego homeless were under age 40 and 44 percent were young, single men. Just over half the homeless had been out of work less than a year.

Many homeless adults are working. Nearly one-fourth in an Ohio study had a job in the previous month.[23] Some Ohio shelters report that one in five guests work.[24] The 1987 U.S. Mayors' study found that 22 percent of the homeless in survey cities are employed.[25]

For the working homeless, the issue is underemployment, since they often do spot labor, fill part-time positions or receive only the minimum wage.

Obviously a variety of employment services are needed to help all kinds of homeless jobseekers: Those motivated and capable of immediate re-entry into the workforce; those already working who need a living wage and fringe benefits; those without high school education and employment skills; those who are handicapped in getting work because of a prison record, history of alcoholism or other stigma.

Here we discuss several employment initiatives for homeless persons, and list some resources for developing employment programs or making referrals for job help. Included are a few tips and a plea to actively urge government to respond more effectively to the homeless unemployed. Essentially these suggestions apply to any employment program for the very poor; little is unique about the homeless, as opposed to others in poverty, when it comes to the employment question.

Services to Consider

In planning employment assistance, providers must figure out what will be most useful and feasible. Since programs for the "new homeless" are criticized as haphazard, shelter providers must realize that helping homeless jobseekers can often be a full-time occupation. Most shelter operators do not have the time or expertise to help guests in job planning. For example, setting up an individualized employability plan must take into account a person's skills, past work history and future goals. Employment counseling, referral, placement, and follow-up activities require both skills and determination. Since employers expect good employees, a business perspective is needed in planning job services. Give serious thought to developing an employment service for all shelters in a geographic area. Perhaps a Private Industry Council or other job program can provide initial funding to start job programs to serve area homeless.

Employment services should be easily accessible to homeless persons--perhaps shelter-based, or with an aggressive outreach component. They should tap into and build on existing employment resources rather than duplicate them. For the greatest effectiveness, services need to be integrated through an overall case management program for an individual, in part so that he or she has material resources such as housing, food and clothing needed to stay in a job. In addition, periodic contact is needed with a person, once he finds a job, to keep him there and stabilized. Ideally this post-placement support will include communicating with the employer in order to trouble-shoot and anticipate problems.

Here are several employment services to consider. Try to involve the homeless and formerly homeless in planning and operating a project. Some programs for the homeless combine two or more of these approaches.

1. Workshops for shelter staffs on available employment services.
2. Assessment, generally through interviewing, to determine a person's employment and re-

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lated goals. This can include testing and counseling. A long-range employment plan can be developed.

3. Job information and referral
4. Pre-employment transition programming that includes training in job search, preparation of a job history/resume, work attitudes and habits, employer expectations, job retention and so forth, as well as labor market information and placement assistance.
5. Training in specific job skills, either in the classroom or on the job, or both.
6. Job development, either with the client doing the job search via phone, submitting job application forms to employers, etc., or with a job developer finding positions using marketing techniques.
7. Subsidized employment designed to enhance employability through development of good work habits and basic work skills.
8. Operating businesses that provide training and create jobs.

Characteristics of Employment Programs

A look at several successful programs aimed at homeless jobseekers indicates that whether they deal with the job-ready or with high-job- barrier clientele, there are certain common elements:

1. Effective assessment and screening of clients to ensure that the program deals only with those for whom the program is appropriate.
2. A developed program strategy with a structured set of activities designed to move the client progressively toward self-sufficiency and employment.
3. Availability of support services to complete the program and gain a job.
4. A degree of flexibility which takes into account varying client needs and allows for individualized service.[26]

Support services might include interim solutions to income and access to housing, food and clothing that would allow a client to complete the employment program. In a San Diego effort, one of the design elements is careful selection of employers who can provide the kind of guidance and work experience which will lead to a successful outcome.

Support Services

Any job service for the homeless needs to be part of a service continuum that includes stable housing, material assistance, child care, health care and social services. Without lodging, for instance, it is nearly impossible for someone to hold down a job. Without proper clothing, a driver's license and a car or public transportation, a person cannot compete for employment.

Some clients may need to improve literacy skills or complete high school. They may have to replace eyeglasses or have dental work to improve their appearance. Some may benefit from access to a typewriter or computer, for correspondence and resume writing.

All needs should be covered in the person's case management program. Employment services for the homeless generally should provide or have a referral network for the following:

1. Housing. No one can be expected to go through training or hold a job unless he or she has stable living arrangements.
2. Food. This may even include bag lunches for a worker to take to the job.
3. Child care. While engaged in job search, job training or actual employment.
4. Transportation. Bicycles, bus tokens and passes, gasoline vouchers, van service, taxi service.
5. Clothing. Including work shoes and uniforms.
6. Health care. Some jobs require physical exams or proof of certain vaccines.
7. Facilities/items for personal hygiene. Including showers, haircuts and hygiene kits.
8. Identification cards. St. Luke's Economic Development Co. in Atlanta keeps copies of two pieces of identification on file in case a client loses the originals, or is robbed.
9. Driver's and other licenses.
10. Mailing address. People without homes will need a permanent address to use in applying for jobs, writing resumes and receiving mail from prospective employers.
11. Telephones. To make and receive calls with prospective employers.

HOPE Program, New York City

The private, nonprofit HOPE Program based in New York City is a 14-week job readiness and employment training effort aimed at homeless persons. Participants are people motivated and able to work but who need training, skills and opportunity. HOPE graduates have a good record in keeping jobs. As of December 1987, 72 percent were employed.

Students use a modification of the Adkins Life

Skills Program (that has been used with disadvantaged groups) to figure out their skills, make a career plan and learn how to find a job. They are placed in internships in their fields of interest, and obtain other help through psychological and vocational counseling, job placement and follow-up support. They also receive material aid. For the first four weeks of the program, participants are in class from 9 a.m. to 3 p.m. For the remaining ten weeks, they study in the morning and have afternoon internships. Three groups of 15-18 students go through the program each year. Potential students are thoroughly screened and assessed, and once accepted they receive donated grooming materials and clothing.

During its first three years of operation, HOPE was supported by private and corporate contributions, but staff planned to seek public funding. The 1987-88 budget of $177,300 covered salary costs of four employees, counseling services, student stipends, supplies and other needs.

Believing that HOPE can be replicated elsewhere, the staff has been preparing a "how to" manual. Contact the HOPE Program,
120 W. 69th St., New York, N.Y. 10023.

Job Leads

Though the ideal is that each jobseeker works out a long-term employability plan with an appropriate counselor, shelter providers can give some help to people by making job leads available, through newspapers ads, job postings and referral to public employment offices and employers who generally have openings. Shelter staff should know the details about local resources in order to make good referrals. They should also know the employment search requirements for persons receiving public assistance. For instance, Ohio recipients of ADC, GA and Food Stamp benefits who are considered employable are assigned to work programs. One program, the job club, requires that people learn job search skills and contact a specified number of prospective employers. ("Ohio's Fair Work Programs" is available from Ohio Department of Human Services Office of Public Information, 30 E. Broad St., Columbus, Ohio 43266.)

A resource that a job-ready person aiming at a specific career might find useful is The Work Book: Getting the Job You Want (3rd ed., Bloomington, Ill.: McKnight Publishing Company, 1987). The authors present step-by-step how he can prepare and where he can search for job leads. Shelter staffs can get ideas on how to help by consulting books of this nature.

Staff need to avoid setting up people for failure. Clients need to be able and ready to acquire a job and to hold it. Programmed failure confirms a negative self-image and encourages backsliding in other areas of life. Realistically, everyone cannot be expected to hold a job.

Resource Possibilities

Whether a shelter is limiting itself to referral services, or starting a more comprehensive employment program, it may help to investigate the following:

State employment service

Ohio Bureau of Employment Services (OBES), for instance, operates some 70 offices where job-ready individuals are interviewed, tested, counseled and referred to job interviews. Staff also can help applicants learn job search techniques. Call 614-466-4636 for information.

State employment offices should be encouraged to target the homeless as a special service population. At least one, the Oregon Employment Division, has done so. An Oregon Job Service Representative spends most of his workday at the men's shelter/community center operated by Burnside Community Council, Portland. His matching of qualified applicants with jobs complements and is supported by Burnside Job Corps at the same site.

Private Industry Council

Generally, PICs administer Job Training Partnership Act-funded programs (see below). Employers and other training providers can receive funding and trainees. To learn the kind of training that can be funded, based on local labor market trends, an organization should contact its local PIC office. In Ohio there are 30 offices known by several titles, including PIC and the employment training consortium. To receive regular notices of requests for proposals, the Franklin County office wants a letter expressing interest in becoming a training provider with the request to be put on the mailing list. (A starting point for information in Ohio is JOB Ohio at 614-466-3817.)

Job Training Partnership Act

The Job Training Partnership Act is a federal law that establishes locally administered training programs for unemployed adults and youth. Also served are economically disadvantaged workers over age 55. The law, in addition, affords academic preparation and supports summer youth programs. JTPA may reimburse an employer offering a training site up to half the wages of a trainee during an agreed-upon period. It also funds classroom training at technical or vocational schools, some support services (e.g. bus fare, hardtoe shoes), and job readiness training. JTPA programs are based on needs of the local labor market. In Ohio, the federal funding flows through the Ohio Bureau of Employment Services. Generally local Private Industry Councils administer the training programs. (For information, contact the State Job Training Coordinating Committee; in Ohio, contact OBES.)

The Job Training Partnership Act was amended in two ways by the 1987 Stewart B. McKinney Act to assist homeless individuals. It added homeless persons to the definition of those eligible for JTPA programs [in Section 4(8)] and changed requirements for proof of residency [under Section 141(E)] to help those who cannot prove they live within the service delivery area if the local job training plan permits services to the homeless. JTPA also has provisions that allow states to award incentive funds to encourage local service delivery areas to serve "hard to serve" groups designated by the governors. Homeless people are one such group in Ohio.

Abbe Pierre, who started the international Emmaus movement for the homeless, advocated for more job opportunities in a 1987 interview in New York. "You should provide people with jobs," he said. Emmaus began in 1949 when a homeless man asked for help from Abbe Pierre, who, in turn, asked the man for aid in building a community where people would support themselves. A movement was born, now with some 250 groups in 30 countries.

Stewart B. McKinney Act

The McKinney Act authorizes funds for demonstration projects. The U.S. Secretary of Labor can award funds to state and local public agencies, private nonprofit organizations and private businesses for job training demonstration programs. Projects must be geared to basic skills instruction, remedial education activities, basic literary instruction, job search activities, job counseling, and job preparatory training. The federal government will pay from 50 to 90 percent of the project cost. (Direct questions to the U.S. Department of Labor, Washington, D.C. The Department of Labor published its notice of funding availability in the April 19, 1988, Federal Register.)

State vocational rehabilitation services

In Ohio, the Bureau of Services for the Visually Impaired and the Bureau of Vocational Rehabilitation serve those with physical, mental and emotional disabilities that prevent employment. Counselors will work with qualified applicants on an individualized written rehabilitation program. One opportunity for some is a Supported Employment Program providing a job coach. Another is the sheltered workshop. (Call the Rehabilitation Services Commission at 1-800-282-4536 in Ohio.)

Veterans' Services

Through a state employment office, or office listed in the phone directory under the U.S. Department of Labor, Veteran's Employment and Training Service, information is available on job placement and training for military veterans. In Ohio, staff at Ohio Bureau of Employment Service Offices match veterans to jobs or will help develop jobs. Veterans are given preference in referral to government employers. Also, through special federal programs, subsidized job training is available.

The Stewart B. McKinney Act allowed $2 million for 1988 Homeless Veterans' Reintegration Projects to get homeless veterans into the labor force. Administered through the Assistant Secretary of Labor for Veterans' Employment and Training, the projects may involve remedial education, on-the-job training, job search and unsubsidized trial employment.

The McKinney Act also re-authorized the Veterans' Job Training Act that serves the unemployed who were in the Vietnam or Korean conflicts. This act is administered by the Veterans Administration.

Adult education services

Federal law and regulations authorize education services for persons who do not have a high school diploma and who are beyond school age. In Ohio, Adult Basic Education (ABE) for reading, math, high school equivalency and other instruction is offered at various sites. Local school superintendents and state departments of education should be able to provide information on ABE sites and programs.

Mental health boards

Working with state agencies,local boards may offer work adjustment programs for the mentally ill, supported employment, sheltered workshops, work incentive or other programs. The point of entry to a program in Ohio is often through a community mental health agency or state bureau of vocational rehabilitation.

Labor pools

Spot labor offices, a source of temporary employment, may need a large number of workers for a particular assignment. If a shelter has cultivated a relationship with such an agency, the shelter may be contacted for workers. Be certain that the labor pool does not exploit its workers. Also, investigate suspicious private employers who call in requests for workers. A few have been known to withhold wages, or put workers in a situation which has safety risks. At best, sporadic work should be part of an overall employability plan for a person.

Free and low-cost job services

Some employment agencies charge minimal placement fees. Nonprofit agencies that provide emergency assistance in the community may be a source of job referral. Some 1,000 programs in the Displaced Homemaker Network provide counseling workshops, skills training an job placement assistance to women qualifying for service. (Contact Displaced Homemaker Network, 1411 K St., N.W., Washington, D.C. 20005; phone 202-628-6767) The Ohio office of the network, 51 Jefferson St., Columbus 43215, links 40 programs across the state; call 1-800-282-3040 to locate a nearby program.

Technical assistance

Professionals in employment and personnel fields may be willing to serve as consultants to help organize employment services. The Enterprise Job Placement Network, Columbia, Md., for instance, offers workshops on job counselor training to staffs of its 18 community-based job placement centers and to others. All the centers grew out of the need for neighborhood services and are tied to the Enterprise Foundation. In Autumn 1988 the network plans to publish a manual of workshop material. For information, contact: Network Coordinator, Enterprise Jobs, 505 American City Bldg., Columbia, MD 20144; phone 301-964-1230. Ohio has two network members: Tremont Job Shop and St. Clair Superior Coalition Jobs Network, both in Cleveland.

Contracts with employers

The manager of Burnside Community Council's Job Corps for homeless persons in Portland established contractual relationships with a gas company and special event planners to hire her clients and she also links them to federal and state apprentice programs. In Spring 1987, the job corps recruited some 60 men and women to take firefighter training from Mount Hood Forest Service. The corps did the organizing, administered the physical endurance test, and coordinated medical screening. Trainees learned skills at a camp. Afterward the corps manager was one of two persons on call 24 hours a day to alert those who were trained when a fire broke out. She said that in a couple of months a firefighter could earn $4,000--enough to obtain housing.

Volunteers

Volunteer skills banks operated in metropolitan areas by United Ways and other agencies may be a source of professional employment assistance or may help homeless people directly. At Harbor Interfaith Shelter, San Pedro, Calif., the donated time of a job developer supports work of case management staff in helping residents set career and training goals. The Volunteer Clearinghouse of the District of Columbia runs a program that benefits the community while helping homeless women gain work experience and skills. Its Homeless Women Project aims at helping participants, recruited from shelters, make the transition from homelessness to competitive employment. At the same time the effort provides no-cost assistance to various community agencies, including a nursing home, speech clinic and museum.

Grants and donations

Since an employment program can be marketed as a self-help effort to break the cycle of homelessness, there is every reason to pursue grant support. The Foundation Center is a source of information on private sector giving. (See National Resource Organizations)

Libraries

Larger public libraries, in particular, may offer a wealth of reading and computerized material on career choice, particular fields of work, education and training, job hunting and corporate data. The Public Library of Columbus and Franklin County (Ohio) conducts weekly tours to orient jobseekers to employment resources. These include business directories, the Occupational Outlook Handbook, cassette tapes on job hunting and interviewing, and a database, the Ohio Career Information System, of occupational descriptions, salary ranges and employment outlooks.

Pointers for Helpers

Here are some tips from those helping homeless individuals to get jobs:

1. Enable homeless people to do employment searches for themselves; give them the resources to do so.
2. Educate the hiring community that the homeless are not to be feared but can be good, reliable workers. Media stories about homeless people on the job may help.
3. Develop good rapport with local employers, which takes effort because there may to be a few bad experiences with some hired from the shelter. Explain your program and see how employers can help. If you talk with them, they are more likely to take a chance with your clients. Eventually employers may call looking for workers.
4. Client assessment skills are key to the success of employment services, as well as knowing what an employer is looking for. You need to have a good match between worker and job. Be patient and wait for the right opportunity.
5. Employers will be more receptive to hiring homeless applicants once they learn that they will be pre-screened by your program.
6. Provide shelter staff with in-service training that will support the task of helping guests find work.
7. Talk with homeless job seekers in a way that builds their sense of self-worth and expresses confidence in their capability of holding a job. It is critical for new employees to begin with a realistic attitude.
8. Non-shelter-based employment efforts need to include aggressive outreach efforts to homeless persons through field workers who could determine eligibility for unemployment compensation and refer clients to job services and training opportunities.
9. Ask successful "hires" to provide peer support for those looking for work.
10. Be aware that you can't get everyone a job right away.

Program Examples

These examples of employment services aimed at the homeless include a variety of program components.

Job referral. The Community Free Job List, Columbus, Ohio, is a crisis center with an employment focus. One-third of the clients of this free service are homeless persons. Volunteers interview applicants to assess job readiness and meet other needs. Workers try to give clients three job leads on the spot and encourage them to call back twice a week. In the past, volunteers took applications at a shelter and soup kitchen. The Job List is guided by a strong, selfless leader, also a volunteer, who has developed a network of 400 employers, some of whom are former clients.

Employment counseling and placement in a multi-service center. Alliance Jobs Service was started in 1984 by a coalition of then 14 Albuquerque agencies, through technical assistance from the local Private Industry Council. For the past two years, Alliance has been funded through CDBG funds to the City of Albuquerque. Located in a multi-service center for the homeless, Alliance is run by two job developers, who also counsel and place clients. They refer the job-ready primarily to temporary positions in labor, landscaping, construction and other fields. When someone appears to be a good candidate for a permanent position, a staffer works with the person more intensively to start job search and employer contact. Those not ready for jobs are referred to appropriate preparation programs. An estimated 1,400 placements are made annually, 86 percent in temporary jobs. A strength of Alliance is its location, which affords use of a phone, a place to receive messages, mailing address, clean clothing and shower facilities.

The job developers find openings by going through the phone book and calling employers to see their program. Alliance also does mailings to churches and businesses to find jobs. Church bulletin notices have been effective in this regard.

Preparation of non-job ready. An Albuquerque emergency assistance organization, The Storehouse, operates a small Job Readiness program in addition to helping people in need with food, clothing, rental assistance and household items. Job Readiness serves ten homeless participants at a time, including substance abusers, the mentally ill and those who have not held a job for a long while. Each participant enters into a contract to meet realistic goals, such as obtaining more education or entering alcoholism treatment. Each person "volunteers" at the Storehouse for $5 a day, five days a week in an 8 a.m. to 3 p.m. time slot. He/she works alongside some of the 150 in the organization's regular volunteer corps. Eventually Job Readiness people get help in finding regular employment. Key to the program is the director who devotes time to establishing a supportive community feeling among staff, regular volunteers and program participants

Job Readiness people are housed and obtain meals through a Storehouse contract with a local shelter. The Storehouse is expanding its transitional house from five occupants to accommodate eight to ten Job Readiness people.

Employment transition. Wings Over Jordan, a Los Angeles emergency assistance program, hired a job developer in 1987 to assist low-income and homeless clients. Designing a program to meet individual needs, he generally works with clients one-to-one, but a weekly workshop session deals with job preparation skills. The workshop group is kept small to better learn backgrounds and needs of the participants. Assessment of each one is key. By contacting employers, the job developer has started a job bank. He guarantees employers that he prescreens people referred to them. Success with the first person sent is very important in developing the program.

Skills Training. Skills training in computer operation and housing rehabilitation (See case study of Friends of the Homeless) is based at shelters. The Job Shop, started in May 1987 as part of the Valley Oasis battered women's shelter, Antelope Valley, Calif., offers support groups and computer training. The Risk-It support groups are geared to helping participants become more self-aware and to engage in self-improvement activities. People from the community who have suffered from domestic violence can join women for the groups. The Job Shop's computer training grew from work by a volunteer able to teach computer skills, and the fact that the shelter office has computer equipment. "Students" come twice a week for one to two hours of training and practice. Computer knowledge makes those who have office skills more marketable. The Job Shop is funded by a public criminal justice grant.

Training through business. In starting business enterprises, tax-exempt organizations need to check IRS regulations. Generally a tax-exempt group with a gross income of $1,000 or more a year from a trade or business unrelated to its purpose must file a tax return. See IRS Publication 598.

York County Shelter, Alfred, Maine, re-opened a former Christian Brothers of Instruction bakery on the campus where this homeless program is located. The bakery provides training to a handful of residents and has made a profit. The project is guided by the shelter business manager, who works with a trainer and a semi-retired couple who make the bread deliveries. Trainees do the baking and run the shop, which is open to the public seven days a week. This provides trainees with public contact experience and practice in running the cash register, taking phone orders and tending the showcase. Trainees have become eligible for vocational rehabilitation reimbursement funds through the state. The venture has required marketing initiatives, in addition to other components of running a business, and establishing a means of evaluating trainees to meet state guidelines .

Training through a job cooperative. Started by a formerly homeless man in 1987, New Focus, Inc., Denver, is designed to serve the homeless and those at risk, the chronically unemployed, and developmentally disabled. Central to New Focus is "empowering the disadvantaged to take control of their lives and to become active in solving the problems of their community." Participants engage in 90 days of skills training through a cooperative, initially janitorial, painting, moving and hauling, printing and woodworking. Clients are paid $4.50 an hour during training, and they are evaluated after the first 30 days. When they complete training, they have the choice of starting/working in a coop, or taking a job in private industry. New Focus has ties to 15 companies who employ "graduates." For the first 90 days on the job, New Focus serves as the employer, charging a company a flat rate and retaining a percentage of this for worker's compensation, insurance and other requirements. Workers go on the company payroll after 90 days.

As of March 1988 one coop--janitorial--was functioning as a regular business enterprise. New Focus offers to help its people start coops by assisting with a marketing plan, accounting, etc. Also, the program does follow-up and outreach and aids clients in obtaining housing. Between March 1987 and March 1988, 331 participated in the program. Of these 217 were employed and 35 were still receiving services.

Other business ventures. In Los Angeles, the Skid Row Development Corp. (SRDC) built a $1.5 million industrial facility which provides space for businesses that had existed in the area as well as new ones. The center generates new jobs for local residents since a hiring requirement (of between 10 and 30 percent of employees) is built into leases for space. Businesses in SRDC's $2.9 million Renaissance Building also agree to hire a percentage of their workers from the area. In addition, SRDC has a small, labor-intensive paper- recycling business, PaperBack, mainly to provide jobs for local people and graduates of its own Transition House, a medium-term shelter which helps people become self-sufficient.[27]

Transitional shelter with an employment focus. The privately funded McKenna House in Washington, D.C., has two goals: Full-time, permanent employment for its male residents, and, by the end of their three-month stay, having them move into their own housing. Screened applicants are admitted monthly. They participate in a structured program that begins with a two-week orientation when they reflect on their experience of homelessness and make a personal assessment. They set personal goals and make plans, negotiating a contract to act on these goals to avoid homelessness in the future. McKenna's employment services coordinator leads employment readiness seminars. In addition, professionals guide group seminars on financial management, interviewing techniques, stress management and other topics.[28]

Joint Efforts and Advocacy

Providers of services to homeless persons must collaborate to change policies and law to ensure that appropriate government units meet the special needs of the homeless unemployed. In one advocacy effort, legislation was proposed to have the California Employment Development Department (EDD) start a program for the homeless. The measure would require the EDD to offer training in job search skills, develop job opportunities through marketing, conduct job referral/placement activities, and provide outreach services to ensure maximum participation by emergency shelter guests.

Communitywide Initiatives

Employment services for the homeless can originate from a broad inquiry directed at the overall problem of homelessness. A study under the auspices of the Seattle Mayor's Task Force on Street People and the Homeless (convened in 1984) listed "employment transition program" as one of its recommendations. Out of this grew the Homeless Employment Program (HEP) of the Seattle-King County Private Industry Council. Another job service was started by the Coordinator of Social Services to the Homeless, who works within Sacramento County (Calif.) Housing and Redevelopment Agency.

Seattle's HEP, using JTPA demonstration funds, is operated from a downtown office by a two-member staff. Once they assess a homeless client, he attends a five-day workshop designed to prepare him to market his job skill. He then does telemarketing by contacting prospective employers and setting up interviews. Phone work continues until he finds a position or terminates. HEP participants stay in local shelters and can obtain material aid, including meals and clothing. The staff have found that participants need to develop more self-esteem, and that they require more individualized attention than other groups.

> ***"Daily, I meet people with extensive work histories in varied skilled positions, families who have recently lost their homes after 15 years of stable employment, and a large number of folks willing to put in a hard day's work for minimal pay. In short, I've found people extremely willing to work, given an opportunity."***
>
> *Lynne St. Jean, manager*
> *Burnside Job Corps (for the homeless)*

In Sacramento, the Coordinator of Social Services to the Homeless organized the JOB (Just One Break) program to put homeless persons in short- and long-term employment. Supported by the county general fund, it serves job-ready individuals through a staff of three in space donated by the Salvation Army. The California Employment Development Department is supplying one of the three staffers on a pilot basis.

The coordinator has marketed JOB to employers as a program for those "down on their luck," rather than labeling it as a homeless project. Through a screening process it is determined if homeless clients are ready, willing and able to work. They can attend three workshops that each run about two hours: 1) On the labor market in Sacramento--kinds of jobs available, etc.; 2) personal skills inventory, and 3) job interviewing. In its first 17 months, JOB placed people in 1,400 positions, 338 of these long-term. The coordinator contends that the measure of success is not necessarily a permanent job because many homeless adults need instant money to obtain housing and other resources that will put them in a position to obtain better employment.

Policy Issues

Breakthroughs in employment for the homeless will not come easily, although the opportunity to get a job is so basic to the American system that many employers will offer someone in bad straits a chance. These motivations can be quite sincere. At the same time, job market trends mitigate against the homeless in the same way they affect other groups among the poor.

Most jobs either demand specialized training and experience or involve service businesses with limited chances for promotion. Is a good job placement for a homeless person a position that does not have a future or will perpetuate homelessness or marginal housing for him?

Many homeless people are understandably cynical about labor pools and other low-paying situations. The minimum wage of $3.35 an hour now falls short by nearly $2 an hour of what a person needs to live independently, as determined by the U.S. Department of Labor. Those working to help homeless people get jobs must grapple with the quality of work available in deciding what to advise clients. Are job conditions safe? Is there health insurance? Does the job have a future? Or, is any job better than none at all?

These considerations are very real and can raise difficult questions for service providers, who may feel compelled to defend "the system". Ultimately, each potentially employable homeless person must make the decision whether an entry-level position is worth the investment of time, effort and ego. Citizens already working and used to the ups and downs of a job must try to appreciate the leap of faith required by someone out of the labor market to get back in. One can hope that, with an opportunity for stabilization and support services, most homeless people can be prepared to "Risk-It", as they urge in Antelope Valley.

A basic question that must be addressed relates to whether employment services should be developed for the homeless, as opposed to the poor generally, or for specific sub-populations, such as the mentally ill. Service providers need to determine locally what strategy ties in best with available resources and public attitudes.

Friends of the Homeless, Inc., Columbus, Ohio

Job training in housing rehabilitation skills has been a focus of Friends of the Homeless, Inc., a Columbus, Ohio, emergency shelter housing 68 men and 30 women. Aimed at shelter guests and other disadvantaged groups in the community, the program, begun in November 1986, is funded by the Job Training Partnership Act through the Private Industry Council of Columbus and Franklin County, Inc. As of May 1988, four classes were trained, including a class of persons age 55 and older. The program had enrolled a total of 48. Of these, 35 graduated and 24 were placed in full-time, unsubsidized jobs paying at least $5 an hour. The PIC pays Friends a set amount per person enrolled, graduated, and placed in a job, based on a project budget including staff salaries, building materials, and other expenses.

Areas of training included gutting buildings, basic carpentry, installing drywall, painting, basic plumbing and finishing work. The first two classes learned electrical wiring installation and repair, while the second was instructed in pouring and laying concrete. Trainees practiced what they learned by remodeling the third floor of the Friends shelter, and rehabbing a townhouse apartment nearby to serve as a transitional housing unit for shelter graduates. Training classes last for 15 weeks. Students must score a minimum average of 75 percent on written tests. A strong social service component is included in the project. This involves crisis intervention (food, emergency housing, utility payments, etc.), advocacy (primarily with the criminal justice system) and job survival skills necessary to compete successfully in the job market.

Program staff now includes the coordinator, one trainer and a case manager, with the hiring of an assistant anticipated. Formerly, regular shelter staff assisted with clients' banking, case management and referrals.

When the program started, staff tended to emphasize traditional job search skills, including resume preparation and interviewing, but they have found that employee attitude is more important in marketing a trainee. Staff now stress being on time for a job, work quality, relating to the boss, and other job behaviors.

In early 1988, the Friends pre-tested a job placement program with the idea of becoming an employment agency for job- ready guests who were not in the rehab training. It is hoped that the kind of training done with housing rehab students can be offered to other shelter guests.

Using a van donated for the purpose, the Friends provide transportation to job interviews and to job sites for up to 60 working days.

7. Providing Transitional Housing

Before successfully living on their own in permanent housing, some homeless persons may need a period of time to re-establish themselves through job training, education, saving money or acquiring improved living skills. For these, transitional housing attempts to bridge the gap between emergency shelter and permanent housing. Transitional housing offers a means of strengthening lives before they reach a total crisis situation, or helping people recover after they experience such a crisis. It also provides stability during the difficult task of finding permanent housing. Many homeless advocates see transitional housing, rather than adding emergency shelter beds, as the direction to move.

There are a wide range of transitional housing configurations. A transitional housing program may be one facet of a continuum of services offered by a single agency, or it may be an independent organization. Common to all is a finite residency period-- generally six months to two years--and some sort of programming to assist in personal development and vocational/educational planning. Transitional housing facilities usually have more supportive structure and shared space than permanent housing, but more privacy and emphasis on self-sufficiency than shelters. For example, residents may have private bedrooms, but share living room, bath and kitchen. Most transitional housing programs charge rent on a sliding scale and attempt to train participants to be responsible renters.

While many transitional programs focus on women (because of the problems of domestic violence, lack of job skills, difficulty in obtaining housing that allows children, etc.) others serve both men and women, or men only. Participants must be motivated to make changes in their lives and to work toward goals. Generally, staff work closely with residents to develop goals, obtain services, and check progress. The number served by an individual program ranges from just a handful of single individuals to the 200 units available to single-parent families at Warren Village in Denver, Colo., the oldest and largest transitional facility in the U.S.

> ***"...(T)he homeless make up a group that is still poorer than the poor; all of us need to help them.***
> ***"We are convinced that a house is much more than a roof over one's head. The place where a person creates and lives out his or her life, also serves to found, in some way, that person's first identity and his or her relations with others."***
> ***Pope John Paul II***

Transitional housing programs are often facility based, where participants live in a large congregate site. However, many effective programs are operated on a dispersed site model with each family or individual living in a leased unit or apartment. After obtaining the needed supportive services the participant can assume the lease, thereby avoiding being uprooted. Social Services are often continued as needed to assure that the participant makes a successful transition.

Program Examples

Following are some examples of transitional and related programs:

Project RE-DO (Residential and Employment Development Opportunities) is operated by Housing Solutions, Inc., in St. Louis, Mo. Housing Solutions acquires vacant buildings and renovates them into apartments. Units are then rented through HUD's Section 8 rent subsidy program to unemployed homeless families (typically from shelters and condemned buildings) who are willing to be responsible tenants and participate in the program. The lease requires that adults attend vocational training and secure employment, children attend school, and families meet weekly with a Housing Solutions caseworker. Adults must attend a biweekly life skills education series for 18 months, covering such topics as tenant rights/responsibilities, assertiveness training, parenting, selecting day care services, home care/repair, job-hunting skills, establishing credit, and budgeting.

Elim Transitional Housing, Inc., in Minneapolis, Minn., has a three- pronged approach to assist those who are homeless, living in substandard or abusive conditions, or evicted. Extensive Support Units are rented by Elim in various locations throughout the community for those with little or no financial resources. While clients sublease from Elim, the organization pays the security deposit and utility costs, provides furnishings, and assists residents with self-assessment, goal-setting and obtaining support services. Once clients are able to take over the rent, Elim relinquishes the lease to families and helps singles find suitable apartments or shared housing situations. Elim also rents Shared Housing units for clients needing primarily financial support. Supportive staff consultations are held every two weeks and clients have an option to take over the lease once they are able. The third approach is the Minimal Support program, assisting those who have some financial resources, but still need assistance with damage deposit, furniture, moving, and seeking other support services. Elim assists the client in locating affordable housing. These programs are available for a maximum of six months.

New Start Project is an offshoot of Burnside Community Council (BCC) in Portland, Ore. Burnside maintains a four-bedroom house and additional apartments for a maximum of 13 residents; the length of stay is limited to 90 days. Provided are housing, case management, assistance in meeting basic needs (medical, dental, eyeglasses, food, etc.), information and referral, advocacy, alcohol/drug counseling, and job counseling. Participants must be looking for employment. New Start candidates are expected to volunteer full-time at BCC, with hours being allowed for job interviews and meetings with staff. Early in the program, a case manager will help the candidate develop an Individualized Independent Living Plan.

H.M. Life Opportunity Services operates a transitional housing program for single parents and their children at a seven-unit building in a middle-class Akron, Ohio, neighborhood. Clients must be 18 or older, meet HUD Section 8 requirements, provide at least one reliable reference, and be willing to enter into a six to twelve month lease agreement. Tenancy is limited to 18 months, during which time residents actively participate in a program in the community to increase education, skills and experience necessary to achieve economic self-reliance. Clients are accepted from battered women's shelters and other homeless shelters.

Evans House in Wilmington, Del., is a Salvation Army program that provides transitional housing to low-income single mothers and their children. Evans House is a three-story building containing 16 three-bedroom apartments, a day-care program accommodating 35 children and a classroom/community meeting room. Two mothers, each with one child of the same sex, may share a three-bedroom unit so as not to exclude small families from the program. Besides in-house day care, access to the Salvation Army after- school program for children, ages 5-12, is provided.

Semi-Independent Living Program (SILP) in Painesville, Ohio, addresses the needs of a maximum of five young women, ages 18-21, whose personal, family, educational, and/or financial resources are insufficient for them to live on their own. Clients are often the victims of physical, emotional or sexual abuse, or former wards of the court. Because they live in a unit of an apartment complex, special zoning was not required for the project. One of the two project staffers lives next door, so there is someone "on call" when needed. The young women share rent expenses and pay for and prepare their own food. SILP makes referrals to community services and provides in-house education on life/home management skills. The program endeavors to have the client employed, in job training, or in college within six months.

The Welcome Inn is a combination short-term crisis/transitional housing facility in Mankato, Minn., a university city of some 20,000 people and the business hub of a farm area. A three-story converted wing of a church building, the 14-bedroom inn serves some two dozen persons at a time--including families. In the basement, a five-bed "dorm" has emergency beds for men. Rooms on the second and third floors accommodate one, two or three persons, generally from two to six months.

Welcome Inn's staff tries to emphasize that a resident's search for housing is the priority during his/her stay. Staffers utilize community services to assist clients. Because some of the inn's space is subleased to the 24-hour Crisis Center, guests have as separate place to hang out, watch TV or obtain crisis counseling.

Welcome Inn is open 24 hours a day; guests can come and go. Some have day or night jobs. They are responsible for preparing their own food in the main kitchen and for cleaning up after themselves.

Bed space is rented, much of it through vouchers from agencies. An estimated 10 percent of winter guests and 18 percent of the summer residents pay cash. Fees for those staying in the dorm are $4.50 a night; for three-person occupancy, $5.50; single rooms are $7.50. Besides a staff of six, Welcome Inn depends on volunteers to cover the 5-9 p.m. shift weekdays and all weekend shifts.

Development Resources

There are several resources for groups interested in starting transitional housing. The Women's Institute for Housing & Economic Development has published A Manual on Transitional Housing to assist community-based organizations in developing transitional housing. Another Institute publication, A Development Primer, provides adjunct information. The Women's Institute also provides development services to those who wish to serve low- income women and their families.

The McAuley Institute, Silver Spring, Md., is a national nonprofit corporation established by the Sisters of Mercy to assist local efforts to improve and develop low- and moderate-income housing. Staff members provide consulting and investment services. The Enterprise Foundation, Columbia, Maryland, also provides technical assistance in financing and construction issues.

The Homeless Information Exchange offers an orientation packet on transitional housing. Transitional Housing, Inc., Cleveland, Ohio, (see below) has published a manual, Inn-Between: A Manual on Transitional Housing. The Minnesota Coalition for the Homeless has done consulting with 20 other states on transitional housing; at least 15 states have adopted some of the ideas presented. Minnesota has 28 transitional housing projects. Warren Village is a source for technical assistance, including a videotape, The Warren Village Model. (See Appendix for organization addresses.)

Opportunities for transitional housing development have grown in 1987- 88, with the appropriation of three rounds of funding through the Department of HUD. The second round included support for 118 projects

around the country. There will be future rounds of funding available through this program. Contact HUD at (202) 755- 9075.

Transitional Housing Inc., Cleveland, Ohio

Transitional Housing Inc. (THI) is a large transitional housing program operated in a former Travelodge motel in Cleveland, Ohio. It was started in response to the need for safe, affordable housing for homeless single women, a need observed by Sister Loretta Schulte during her years of starting and running the West Side Catholic Shelter. The need is particularly acute for women who are alone, since housing the elderly and women with children is higher priority in Cleveland Metropolitan Housing.

Sisters Loretta and Donna Hawk approached Travelodge International to buy the former motel to house women and assist them to become more self-reliant economically. Transitional Housing, Inc. was officially formed in January 1984, and then joined with Near West Housing Corporation in a joint venture to acquire, rehabilitate and manage the former motel. They also gained the assistance of two mentors, a neighborhood housing court worker and a Cleveland State University staffer, who led the way in obtaining funding. These mentors helped them obtain government funding for rehabilitation and Section 8 subsidizing of 45 of the 71 units for use by abused women. Money to obtain the building and land came from the Enterprise Foundation and Cleveland Catholic Diocese loans. THI actually took over the building in February 1985.

A year of financing, rehabilitating and otherwise preparing the building for occupancy followed, with 10 women moving in on Jan. 17, 1986, while rehab work continued. Planners received a lot of volunteer help: 80 people painted two wings of the building and "sleepers" occupied the building so it wouldn't be vandalized during renovation. Money came from individuals, corporations and religious communities. Official opening of the house was celebrated on June 1, 1986.

THI serves those who are 18-61 years old, living alone, in crisis, in need of housing, and wanting to learn new skills. While children are not allowed, tenants may be pregnant. Rent for the Section 8 government subsidized units is 30 percent of income, and for 28 double occupancy transitional units, $100 per month, including utilities.

Residents are required to participate in a developmental program. There are currently two program directors who work one-on-one with the women. The staff also does a five-hour orientation over a five-day period for new clients, geared toward helping them be responsible renters.

Soon after a woman moves in, the program staff begins a six-week process of weekly meetings where they assist her in assessing her situation, setting realistic goals, and establishing plans for reaching them. Goals might include finishing the GED or getting into college or vocational training. Educational programs in home and financial management, vocational and educational planning, and personal growth and development are offered at THI. The staff also provides intake and referral to supportive social services, employment training and educational programs. Improving self- esteem is a key element in all of THI's programs, since it is a factor in overcoming the apparent insurmountability of limited resources.

Other services that have been offered include a nutrition series, Lamaze training, fitness classes, literacy tutoring and groups for those recovering from chemical dependency. A psychiatric nurse volunteers one half day a week and does individual counseling. Health Care for the Homeless staff come regularly and there is also an off-site clinic where residents can visit a physician when necessary.

Residents are encouraged to participate actively in the life of THI. Assistance with routine maintenance of the building is a requirement of residency. The Residents Association offers women the opportunity to provide direct input about their living environment (issues such as security, vending machines, building care and social events). All new residents are invited to join small Affinity groups that help them develop a sense of community and support for each other. There is a library, started by a resident who took the initiative to call bookstores for donations. A former resident returned to lead a weekly Bible study.

As of September 1987, more than 200 women had lived in THI, 75 percent of them victims of abuse, 64 percent affected by chemical dependency in their immediate family. Of the 139 women who had moved on from THI, 71 left while employed or in school. The average length of stay was four months and 19 days. Only a few women have been evicted for nonpayment of rent, use of alcohol, or nonparticipation in a program.

Rent covers building costs, but funds must be raised for the salaries needed to run the program.

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VI. Working Together in Coalitions

A shelter operator struggling to find child care and stable housing for a guest ready for job training has practically nowhere to turn. He talks with peers confronting the same problem. The shelter operators join forces to seek government aid in developing transitional housing with day care and supportive social services for job trainees. Work to start such projects--or to change public policy affecting homeless people--is usually more effective when handled by a group rather than an individual organization. Working together is vitally important, not only to accomplish more, but to gain broader perspective on how to solve problems through exposure to many experiences and viewpoints.

In this section, we emphasize forming advocacy coalitions. Much of what we say is based on experiences of statewide coalition work, but it applies to organizing at the city and regional level as well. No single formula will tell you how to start and maintain alliances, but a few ideas may help. To show what homeless groups are doing, we begin with many examples of their purposes, and some styles and levels of organization. Then we present some organizing principles.

8. Seeing What's Possible

Throughout the country, representatives of public and private agencies as well as individual citizens have come together to address specific problems stemming from homelessness and advocate for solutions. Coalition-building has led to new shelters and other programs, improved access for the homeless to government help, and increased awareness and overall community response.

Prospect House, Springfield, Massachusetts

With the director of his agency supporting his shelter interest, Peter Friedland brought together middle management personnel from Springfield, Mass., social service agencies over the issue of homelessness. Beginning in late November 1981, he contacted agency people (those staff who were dealing directly with homeless persons) asking if they thought homelessness was a problem and would they like to talk about it in terms of something they could do.

A meeting was called that led to others. These brown bag lunch gatherings were scheduled at a convenient time and allowed participants to talk about what was happening to them on the job. Conversation drifted to homelessness and other concerns. The sessions were fun, expressed to those attending that "we value you," involved collegial sharing, and had a grassroots feeing since participants were pioneers--all helpful elements in organizing people, Friedland said. Participants contacted others, and networked on various matters, too. Eventually key people in the group were identified and committees were formed.

After a survey, gaining information on welfare department spending to shelter homeless people, the group consensus was to move forward on the shelter. Shelter development involved formal incorporation, gaining state funds, meeting roadblocks in site selection, and temporarily running a program in an old residential hotel. After the delays, though, the task force found a suitable building, solidifying Prospect House as a family shelter program.

Purposes for Getting Together

Coalitions vary in their initial purposes, goals and specific projects they take on. Here are some purposes that these organizations for the homeless serve.

Advocacy

Many groups advocate to improve public perception about homelessness, change public policy and laws affecting the homeless, and gain services for this population. Historically, the needs of poor people have not been expressed adequately in the public forum. Organizations for the homeless and social service agencies have taken on this work. By joining together in a coalition, the various groups can avoid working at cross purposes or diluting their efforts. Consolidating advocacy helps avoid the situation of the power structure pitting one group against another.

Opportunities for advocacy happen through securing seats on policy-making boards, monitoring legislation, assisting in the drafting and promotion of laws, conducting public education campaigns, holding peaceful demonstrations, testifying at public hearings, organizing at the grass roots, and other methods. Advocacy can be a separate function or ancillary to other functions of a group. A broad-based organization must develop a mechanism for selecting concerns, and methods to address these issues. Ideally, it should have a plan for addressing each one. Every advocacy plan should be oriented to a specific problem, seek the involvement of particular persons/groups, and have educational impact.[1]

As an advocate, the Connecticut Coalition for the Homeless gained state funding for a security deposit grant program that helps obtain housing for persons on public assistance who are in shelters, as well as other low-income working people. The program provides security deposits equivalent to up to two months' rent.

In other advocacy strategies, Southern Arizona Coalition for the Homeless has scheduled public encampments, protests and educational events to demand jobs, shelter and housing. Objecting to police treatment of Tucson's homeless, the coalition, which is comprised mainly of activists and homeless persons, registered complaints with city officials and filed a lawsuit.

Massachusetts Coalition for the Homeless

The 2,400-member Massachusetts Coalition for the Homeless

sets its annual advocacy agenda through committees for mental health, public benefits, housing and legislation. Comprised of between 25 and 100 members each, the committees meet monthly, with one of the coalition's five advocacy staffers assigned to each. Members lead the sessions and make the decisions.

Each committee also has an annual planning meeting where members assess previous activities, sharpen their skills and break into groups to determine an agenda and strategies for the coming year. The legislative coordinator on staff is accessible to all committees to provide technical assistance as needed. The coalition has found that having a staffer attached to a committee contributes to the success of campaigns. The role of the staff is to empower the regular membership (who deal directly with the homeless) to speak in the public arena.

In 1985, the benefits committee successfully obtained a policy change within the state Department of Public Welfare. The change allows use of emergency assistance funds for state rent subsidy certificates for those sheltered in motels, hotels and other facilities. The coalition also initiated and developed a rent subsidy program for the homeless, and was involved in a successful campaign leading to passage of an emergency relief program for the adult homeless. Through the program, a person can receive a month's rent, security deposit, assistance with moving, and other benefits. A major success of the coalition was a lawsuit challenging low welfare (AFDC) benefits. As a result of the decision upheld in the highest court of the state, Massachusetts announced a plan to help with a subsidy for those who are at risk of becoming homeless.

Visibility for an issue

Joint action can give visibility to a cause. For instance, at the time of the 1988 Presidential debates in Atlanta, Ga., the strength of the homeless activists became evident. Through contact work among national and state organizations for the homeless, 8,000 - 10,000 people concerned about homelessness converged on the city. These marchers captured the attention of political candidates, who addressed the rally.

Coordination of efforts

To coordinate rather than duplicate efforts and services, organizations concerned about homelessness communicate and do joint planning. Through leadership of a former state legislator and support of the mayor, for instance, some 15 shelter providers in Salt Lake City met to improve all aspects of services to the homeless. This led to a plan to put three main shelter programs into a rehabilitated facility that would have a variety of support services on site; other services would be nearby. These include a soup kitchen, mental health center, Travelers' Aid office, job assistance and a medical clinic. To raise the needed $4 million, a 21-member Greater Salt Lake Shelter the Homeless Committee was started. By February 1988, the group of civic and church leaders had reached the halfway mark in a campaign involving extensive public education via TV, special events, inserts in bank credit card billings and a Homeless Sunday/Sabbath appeal in churches.

Richmond Street Center, Richmond, Va.

At Richmond Street (Virginia) Center, a coalition of agencies provides services geared to helping homeless persons attain a stable lifestyle and helps create an environment to meet their safety, health and social needs. Guests can get their mail, make phone calls, store belongings, shower, receive used clothing, wash clothes, learn about housing, get breakfasts and dinners and find a nurse. They can also receive mental health and substance abuse treatment and pastoral counseling, as well as link with groups and job training. The one-stop center has increased coordination and access to services for homeless people.

Directors of Freedom House, an ecumenical hospitality program offering several levels of housing, and the Daily Planet, a mental health service, thought more information-sharing about the same clients they served could be accomplished, in an effective way, if service groups were on the same site. Out of this came the

11-agency coalition that created the center in a building rented from the city at a token cost. The Daily Planet was chosen to take the lead in negotiating for the facility. Two well-known Richmondites came forward to help raise $425,000 in renovation funds, and other start-up expenses came from funders of member groups.

The doors opened in April 1986. Beside the three primary occupants (Cross-over Health Center is also in the building), five other groups deliver services there, and several cooperate in providing assistance on- and off-site. Member agencies have kept their autonomy, since the center does not have a separate board or budget. There is, however, an advisory committee. The Daily Planet, as managing agency, is responsible for utilities, insurance, maintenance, repairs and rent-- costs included in its annual budget. The health center takes care of its own equipment while Freedom House handles maintenance and repair of other equipment.

Staffs of the programs meet monthly, and also have a case management. Every morning there is a 15-minute report at change of shifts.

Staff feel more support than previously, since there is more sharing about the frustrations of the work, and more funds have been generated because supporters see a comprehensive program.

Information exchange

Sharing information is another valuable purpose of coming together, and it can be done in several ways. Time can be set aside at meetings for members to report on their work. The leadership can cover new state and federal issues of interest. Such a clearinghouse function provides a base of knowledge for planning. Much exchange of information, though, happens less formally in organizations as members call on each other for help.

Information exchange can also take place through printed materials and computer. California Coalition for the Homeless can tap into a statewide computer network for food and shelter providers, Handsnet, donated by Apple Computer and Hands Across America. This system gives coalition members access to information and resources, statistical data and available funding.

Handsnet is a form of technical assistance, another level of information sharing that also happens through training sessions, resource lists, etc. Connecticut Coalition for the Homeless, for instance, organized a series of training programs targeted at different groups of shelter staff through a grant from the state. Doing such technical assistance may generate income to the sponsoring organization, through participant fees or grants.

Organizing also sparks ideas. In 1987 a Search for Shelter project brought architects, students, engineers, homeless service providers and others together in some 29 cities. They discussed appropriate housing for homeless persons and addressed local design problems. Some of the gatherings led to action, and new coalitions were formed. A publication, The Creation of Shelter, is another result of the project jointly sponsored by the American Institute of Architects and other groups.

The existence of a homeless organization, with identifiable members, can speed the task of gathering information, producing annual statistics on homelessness, and indentifying problems in providing services. Up-to-date mailing lists and phone numbers are invaluable in this regard.

Shaping allocation of funds

Organizations for the homeless can be in a position to shape the allocation and use of public and private funds. The director of the Ohio Coalition for the Homeless, for instance, advises various state government committees that make decisions on the amounts of emergency shelter grants, adult literacy grants, state FEMA and other funds for programs for the homeless.

Greater Cincinnati Coalition for the Homeless

Greater Cincinnati Coalition for the Homeless, comprised of 30 members (mainly shelter operators) worked successfully to make initial recommendations to city government, the local FEMA board, and foundations from which shelter organizations expect to receive funds.

During its first year, 1984, the coalition began pressing city government to allow it to recommend spending priorities for shelter/homeless projects from CDBG funds. Strategies included letter-writing, turning out in force at city council meetings and gaining allies. The coalition asserted that it is the expert on local needs, while its supporters noted that the organization would make the city's work easier. As the coalition achieved notoriety, its spokesperson met individually with the leaders of the FEMA board to gain a voice in fund distribution. Since the board had to deal with numerous requests for funds, it was willing to work with the group, which now has a seat on the board.

When coalition members were voting among themselves on who would receive CDBG funds, the Greater Cincinnati Foundation was invited to observe the decision-making process. The foundation later asked for coalition recommendations on who should receive

$40,000 from the foundation. The coalition has advised on allocation of USA for Africa funds and portioned out money that came to it directly from Hands Across America, the governor's inaugural, and Gannett Foundation. In the coalition process, members gather under the leadership of a colleague who is not in line to receive funds. The group determines general priority areas for funds--for instance, men's shelters. All participants review funding requests. Those submitting proposals can state which priority category theirs fits into. For the process to be effective, good organization is necessary. Everyone must act on the principle that the group is a cooperative venture. The process could be undermined if individual shelters bargain with a funder on their own.

Empowerment

Membership in groups can enhance member self-esteem, help in dealing with feelings of isolation, make an individual's job easier, and thus prevent burnout, and give real power.

Before he started the Northeast Ohio Emergency Assistance Network (food, housing, etc.), Scott Miller recalls, "I was a one-man department trying to accomplish more than I could ever hope to do alone. I talked the problem over with my director. He encouraged me to meet with others in the field who were working with similar clients. "A great idea," I thought. I took my first networking step. After establishing new contacts in the county, I felt less isolated and more able to face my clients with a sense of hope."[2]

Self-regulation

Homeless organizations to a small degree may foster self-regulation of members. Various coalitions, for example, have established minimum standards for shelters. The Cincinnati Coalition for the Homeless wrote up a suggested non-discrimination policy for serving persons with AIDS (Auto Immune Deficiency Syndrome).

Multi-purpose

Organizations for the homeless usually serve more than one purpose, but an organization may find that too many purposes are difficult to manage; some may prove incompatible. Here is an example of a group that has several thrusts while making efforts to deal with both rural and urban concerns.

Washington State Coalition for the Homeless

Formed in 1984 through a statewide conference, the Washington State Coalition for the Homeless has been able to focus on advocacy, information sharing, education and training. Though the original purpose was to develop more effective emergency shelter, the coalition has moved to elimination of homelessness as a goal. Mailings, networking, legislative liaison and public education have been accomplished on borrowed time from workers in member agencies of the coalition. For a time, two university students worked for the coalition, one day each week.

With funding from Hands Across America in 1987, the coalition hired a part-time lobbyist for four months, and then a full-time director. Her tasks include: 1) A statewide education campaign on the homeless and their needs; 2) developing and implementing a legislative and regulatory agenda and 3) technical assistance to shelter programs and local communities.

The coalition has secured state funding for shelters of a minimum of $5,000 per county, allowing some to begin helping the homeless. Recently, the coalition expanded the former Seattle area "No Room at the Inn" survey on homelessness to the entire state, establishing itself as a source of data.

Organizational style

Types of organizations dealing with homelessness vary from place to place. They are called "coalition," "alliance," "task force," "union," "partnership," "network," "association," and so forth. In many cases, the distinctive titles do not mean their overall style of operation differs a great deal. Except for the unions of the homeless, many appear to be formed on the coalition model.

Coalitions

A coalition, according to one definition, is considered a formalized association of predominantly private, not-for-profit organizations in which public agencies may participate. The stated purpose is to further common goals and objectives of each member group through the combined resources, leverage and credibility of the total membership.[3] Though there is no single definition of a coalition, it has been noted that they can be quite temporary, "soft," or short-lived. As issues change, coalitions can shift, creating new alliances. Yet, there are "hard" coalitions that will re-define their purposes in light of changing interests.[4]

"As a set of interacting organizations, the whole coalition may be guided by a purpose. This dimension distinguishes a coalition from any loosely coupled group of organizations."[5] Coalitions differ from networks of organizations. A network may not take a position on issues while the members of a coalition may. Networks frequently are comprised of groups that want to remain in contact because they serve the same populations or do the same type of work. The relationship between members is functional, to accomplish something. Generally their joint tasks are non- controversial.[6]

Unions

Another organization type, the union has successfully brought homeless individuals together to advocate for their own rights. The National Union of the Homeless has done organizing in at least 14 U.S. cities.

Homeless persons have also gotten together in other ways to work for change. In West Berkeley, Calif., a small group of men, called the Homeless Direct Action Collective, took over an unoccupied house. In a New York men's shelter, a Homeless Clients Advisory Council helped improve living conditions by dealing with shortages of supplies and informing residents how to react to violence. In a women's shelter, another advisory group went on strike to obtain minimum wages and worker's compensation for work performed for the shelter.

Formal vs. informal group

A number of homeless groups have chosen to incorporate as non-profit organizations. The leadership, or board, makes this decision. Advantages of incorporation are discussed in the "Structuring the Organization" section above. Once a group establishes a legal structure, its flexibility is limited. It may mean there is a more permanent link between organizational members than is desired. The new entity could become competitive for the funds that individual member organizations may apply for. There is also the need for keeping financial and other records, perhaps auditing services and other cost items.

Organizational Levels

Homeless organizations are active on all geographic levels--local, regional, state and national. State organizations are not formally tied to the National Coalition for the Homeless. Many local coalitions have representatives on state or regional bodies.

Local organizations

Many citywide groups have concentrated on improving services to homeless persons. For instance, in Las Vegas, a task force of shelter providers and citizens, led by a partner in a casino, looked to transitional housing development as part of the solution for local homelessness. The San Antonio Metropolitan Ministries (SAMM) (also see section on volunteers) involves 36 local churches in operating a shelter. Because of the churches' cooperation, SAMM has been in a good position to obtain FEMA funding for the project since the federal body places high priority on supporting joint efforts in a community.

City organizations, though, are often multipurpose. Here is an example.

North East Ohio Coalition for the Homeless, Cleveland

What began in 1982 as a grassroots effort to obtain more shelter beds expanded into an advocacy vehicle for legislation and housing, as well as a means of information-sharing. After five years, too, the Emergency Shelter Coalition of Cleveland, Ohio, changed its name to North East Ohio Coalition for the Homeless to better reflect its focus. The group incorporated and obtained two part-time staff members. Crucial work had been largely accomplished by a core group, including volunteers and two people whose job descriptions include the broader homeless issue. Government cutbacks in human service spending fueled the group's work.

The first members came together when Cleveland had 160 shelter beds, most for men, and invited participation by major human service organizations, which are still active today. The founding group called a public meeting on homelessness that attracted 400 persons, including the news media. The event solidified the organizers as the local coalition. Members went on to obtain more shelter space, and work on linking shelters to the mental health delivery system, resulting in the Coalition for Effective Mental Health Services. Some two-and-a-half years' time was devoted to the two issues. The coalition sends a representative to the local FEMA board and was a factor in corporate and foundation giving to the homeless and hungry. It also generated a health care for the homeless program.

As shelter beds were added, the coalition turned to addressing the causes of homelessness to break the cycle of poverty. Members have focused on affordable housing, getting the homeless on the priority list for public housing and improving the application process.

The coalition's concept of transitional housing led to project sponsorship by a county government agency. Local government officials consider the coalition a strong advocacy force in the community.

The diverse membership uses a consensus model for making decisions, and committees are established as needed.

Regional bodies

Regional organizations can support far-flung rural projects, coordinate efforts and provide a base for statewide organizing. An example of a regional body is the Greater Wheeling Coalition for the Homeless that serves Belmont County, Ohio, as well as Wheeling, W.Va. Started through a West Virginia pastor, who wanted to do more than provide emergency shelter, the group was developed through involvement of the United Way of the Upper Ohio Valley. Members have had to deal with complicated state funding issues on the Ohio and West Virginia sides of the Ohio River. The coalition obtained a staff person in West Virginia funded by federal Title XX funds. She does case management and helps plans improvements in services for the homeless. The coalition supported a shelter in a small Ohio town using grants from that state.

State groups

Some 25 statewide organizations lend support to local projects for homeless people and advocate for their rights. Of fairly recent origin, the groups generally are incorporated and have at least one staff person, generally salaried through a grant(s). Here is but one examples.

Ohio Coalition for the Homeless

As the crisis of homelessness grew in Ohio in 1984, a coalition of shelter providers, homeless people and other advocates was forged through a one-day statewide conference featuring the leader of the National Coalition for the Homeless as keynoter. Conference organizing was handled by a former shelter director whose employer included community service in his job description. The ex-director also worked hard to introduce state legislation proposing emergency shelter funds. The new coalition in 1985 lobbied to see $2.4 million earmarked for shelter assistance. A second conference kept up momentum for the coalition. The group worked with other organizations on related issues, helped change the practice of withholding benefits from the homeless because they were without an address, and urged mental health officials to develop programs for the homeless mentally ill.

In Autumn 1986, the coalition incorporated, established an office in the state capital, and hired Bill Faith as director. He was initially paid through private donations and grants. He was able to secure a VISTA volunteer, sponsored by a member shelter agency, to aid in overall tasks of the coalition. In 1987, a federal ACTION Agency special projects grant permitted hiring a project coordinator and a part-time administrative assistant for a year. In addition, a graduate student contributed services two days a week for two terms as part of his degree requirements.

The coalition is guided by a board representing various geographic areas of Ohio and a few at-large members. Including shelter providers, advocates and homeless representatives, the board meets monthly in various locales. It has a funding committee and an ad hoc committee advising on fund raising and other efforts for the homeless on the part of the state's realtors. In February 1988, the coalition was granted IRS tax- exempt status.

Having an office and a director has lent credibility to the coalition. Through the director, the coalition is represented on almost all state-level advisory boards for policy development and fund distribution for the homeless. Members have done legislative advocacy recently to get Congressional delegates to support the McKinney Act, and to increase by 30 percent state allocations for emergency shelter.

The coalition networks closely with the statewide Have a Heart Ohio coalition to improve public assistance benefits, and with the Ohio Housing Coalition.

Technical assistance is being provided to groups starting shelters, to educators, and to people form other states who are starting homeless coalitions. In addition, the director does a great deal of public speaking, works with members to gain media coverage, and has done public education/information activities through the state fair, United Nations Festival in Columbus and other events.

Also, in cooperation with Ohio State University faculty, the coalition has initiated several research projects.

National groups

Advocacy is a pervading purpose of major national groups striving to alleviate homelessness.

The National Coalition for the Homeless, started in 1982, (See National Resource Organizations Appendix.) has pushed for the right to shelter and longer-term for permanent housing, in Congress, in the federal courts and in state and local arenas as needed. The organization, is a clearinghouse of information on homelessness, in part through statistical and policy reports and a newsletter.

The National Union of the Homeless, started in 1985, (See National Resource Organizations Appendix.) has organized union locals to enable homeless persons to speak for themselves and improve policies and programs that affect the quality of their lives. The union was started by Chris Sprowal, whose shrimp business had gone bankrupt before he took to the streets. Appalled by conditions in shelters, Sprowal decided he would change the treatment of the poor. His first organization, the Committee for Dignity and Fairness for the Homeless, took over and runs a Philadelphia shelter, and acquired 200 houses from the city to rehabilitate for the homeless.

Two other groups, the National Alliance to End Homelessness and 1988-89 Campaign to End Hunger and Homelessness are made up of a broad range of individuals and national organizations. They work on public awareness and long-term policy and political change related to homelessness.

Cost of Participating

When considering whether or not to work with other organizations and individuals, it is wise to count the cost in terms of time, money and other factors. Active participation in an organization will require time away from your regular work. It may involve extensive travel simply to attend meetings, and more hours to be active in committee work. There probably will have to be a commitment of some resources from the workplace--photocopying, secretarial help, membership dues, telephone use, etc. If you participate, you may wonder if your organization will lose some independence in deciding the type of advocacy work it will do, or in approaching funders. Because of the fear of losing autonomy, some human service organizations resist forming coalitions. They also hesitate to commit some of their resources to non-direct services. Another consideration may be the possibility of having to compromise your philosophy or views. You also may find yourself in situations antagonistic to local authorities and agencies because of tactics the group chooses.

When it comes to organizing homeless individuals, there are other cost considerations--for instance, the difficulty of cutting through suspicion, and the need to deal with depression and other problems seen on the streets. Activists who are homeless and speak out against shelters or other authorities may face harassment. Due to the nature of homelessness, it is hard to maintain such groups.

Though collaboration has its problems, these do not offset the benefits especially in regard to building a movement to address homelessness.

9. Getting Started

The only way to start an organization for the homeless is to start, but often there is a right moment to begin organizing. Perhaps it is a funding crisis when the organizations affected are threatened with cutbacks. Perhaps it is a moment of moral outrage, when the death of a homeless person emphasizes the lack of shelter. Perhaps it is a general need: Inadequate health care, better coordination of services, the distribution of Stewart B. McKinney Act and other funds. People who have seen the need for organizing should seize such opportunities to bring people together.

Agencies Task Force, Toledo, Ohio

Toledo, Ohio, human service agency representatives were brought together in 1981 over the issue of homelessness by a hospital official. Her effort happened to be well timed, with budget cuts looming in social services, so providers were quite receptive to organizing. Using a directory of agencies, the hospital official made hundreds of phone calls asking: 1) "Do you deliver any services to low-income or homeless people?" and 2) "Would you be willing to come to a meeting on serving the community better in this regard?"

Initially, representatives of 22 organizations met and listed missing services for the homeless--resulting in a set of 13 needs. This Agencies Task Force conducted a street survey to substantiate the needs with facts. Working committees later focused on transitional housing for women and children, lack of bed space and other issues. Now with some 50 members, the task force is incorporated, has non-profit status, meets bimonthly and has been successful at consciousness-raising, initiating a health clinic, adding shelter beds, promoting housing rehabilitation, and developing housing policy for the city.

Sometimes getting started just takes someone who has the initiative to call people together. In Georgia, a senior citizen, who for many years lobbied at the capitol on behalf of the poor, became tired of hearing colleagues who work with homeless people say, "We've got to get together." In 1987, at personal expense, she mailed some 150 invitation letters calling people to a meeting in Macon. There, the Georgia Homeless Resource Network was born. This organization initially helped shape a report by a legislative committee studying homelessness.

The distribution of funds from Hands Across America helped start several other state homeless organizations. In Pennsylvania, those serving the homeless were designated to handle Hands funds earmarked for statewide long-term activities addressing the issue. They tapped people, who in 1985, had endorsed the Mandate for Pennsylvania on Homelessness, in organizing a state conference on the issue. At that event, the Coalition on Homelessness in Pennsylvania was started, with the charge of developing a comprehensive state plan to combat state homelessness. Statewide conferences were effective organizing methods for homeless activists in Delaware, Michigan, and elsewhere. The Oregon Shelter Network is an outgrowth of an ecumenical body set up to distribute Hands money. The network found members through the February 1987 Oregon's Night Inn survey, when shelter providers submitted a count of their guests, for a compensation of $3 per person. In North Dakota, a survey on homelessness asked if providers were interested in forming a coalition. From the returns, a board of 15 was selected to guide the coalition.

Clarifying the Vision

The person or persons doing the organizing must know what they want in terms of an initial purpose for an organization as contacts are made to enlist participation. In their formative stages, homeless organizations have depended on substantial time given by a leader or leadership group in communicating, organizing and involving others. This may be "released time" allowed by an employer. Potential member groups must understand why the proposed coalition is in their best interests. Organizers also need to be prepared to say why they need an organization or individual to be involved, what will happen if groups do not organize, and what they want to achieve at a first meeting. The change you want to achieve determines who should be involved.

Determining Members

The nature of the membership affects the future course of the organization. You might begin by identifying every group and individual that conceivably works on the issue of homelessness--all those who have ability to help solve the problem. You can break the list down into people from government, mainline agencies, churches, providers of services to the homeless, and homeless people, etc. Consider who will be the best core members--to make the decisions and sustain the work of the organization. Generally, they are the experts on what you are organizing around. They probably deal with homeless people directly and regularly, thus having a personal investment in problem-solving. It is also wise to include homeless people early in the process for mutual education.

Persons who have no direct dealings with homelessness may not have as much drive, say, as does a shelter operator, to be a core member in sustaining the work. Government people, though empathetic and helpful, may face prohibitions when it comes to taking positions on advocacy, as do various community organizations. It may be best to cultivate officials and representatives of foundations, united funds and similar groups as friends of the organization in order to avoid becoming so diluted that the group is unable to clearly state the problems, solutions and funding required.

However, in one situation where joint planning for services and information-sharing were main tasks, a public housing authority staffer has been key. She has been a factor in keeping together the members (shelter providers, police, Urban League, etc.) of the Metropolitan Birmingham Services for the Homeless organization. She facilitated joint grant-writing, interpreted federal regulations, and advised on other areas. The housing authority provides the group with office support and a place to meet.

Starting Small

While it is great to have the force of a large membership, having too many disparate groups involved can slow the work or get it off track. It is usually better to start small, keep the vision for the organization clear and to test the waters on who are good membership prospects.

Establishing Group Processes

New organizations will be concerned about leadership, board and committees and other structures, having a good decision-making process and a plan for conducting meetings.

Groups need to put into place quickly an interim leadership plan, for a specified time period until the wisest permanent governance plan is devised. At first a strong leader or a steering committee may guide the organization. Over time, a core group generally holds an organization together. After West Virginia homeless groups and other organizations met in 1986 as part of a disbursement process for state Hands Across America funds, the steering committee for allocations turned its attention to coalition building. Bylaws were passed by the end of the year. A statewide meeting was announced for May 1987. Meanwhile groups were encouraged to come to a March lobby day to get a $1 million line item into the state human services budget thus implementing a state supreme court decision on behalf of the homeless.

Through a newsletter, a nominating committee sought names of the first board prospects for a vote at the May meeting where those present instructed the new board to begin close contact with the department of human services. Later in May, the board set nine first-year goals.

If the group incorporates, the organization will be required to have a board of trustees; the steering group could become the board. In some instances the board is the organization. Members meet regularly to conduct the business of the organization and plan an annual meeting where people on the mailing list are drawn into the work. To contribute to continuity on the board, it may be wise initially to stagger terms of office (having one-year, two-year and three-year terms, for example), as the West Virginia coalition did, so that everyone does not leave the board at the same time. If members are geographically spread apart, it will be important to have geographic representation on the board or through some other mechanism. For example, West Virginia advocates have at least two board members from each of the state's congressional districts. The Virginia Coalition for the Homeless is structured so that regional representatives function as liaisons between the coalition coordinator and four regions. If several categories of programs are represented in the organization, each interest area could be represented on the board, or on advisory committees. Massachusetts Shelter Providers Association, which is a group distinct from the state homeless coalition, has a board of two representatives from each of seven regions in the state, a representative of family shelters, a representative of shelters for single adults, and several at-large members.

"The organizer brings hope to people."
Si Kahn

Groups will probably see the need to establish committees, whether ad hoc or standing, to conduct their business. Here, it will be important to assess resources and needs of members and to give them specific assignments or responsibilities so that the work of the organization is shared.

A choice must be made about a decision-making method, perhaps a consensus model (no action without virtual unanimity) or traditional majority vote (time limited, open debate followed by vote). Choices may have to be made on who has the right to vote, what constitutes a quorum, how decisions are to be made in emergencies, and what kind of decision-making powers staff people will have. To aid in decision-making and communications in general, groups may establish a telephone tree.

Groups will also need to consider the best meeting days, places and frequency of sessions. The West Virginia Coalition, for instance, initially had bimonthly board meetings and twice yearly general memership sessions combining business and training. State and regional organizations (when there are great distances between members) and even local bodies, will probably want to rotate meeting sites, or convene in the most central spot. If members do not have travel funds, meeting places and frequency will be a concern. The West Virginia Coalition adopted a travel reimbursement policy for members. Meetings in different facilities can serve to expose members to various homeless programs. And, rotating sites can introduce people (guests) who might not otherwise attend meetings to the organization.

This example addresses structuring considerations.

Task Force for the Homeless, Atlanta, Ga.

Since 1981 the Task Force for the Homeless, has progressed from sparking development of shelters to being the coordinating body for all types of services to homeless persons in Atlanta. Formerly led by a four-member board of shelter providers, the non-profit organization is now governed by a nine-member board of corporate people who are in a position to help with fund-raising. Seven full-time staff members and seven special interest teams carry out the work.

The task force started as a coalition of public and private groups to persuade local organizations to open shelters, but after a five-year plan to deal with city homelessness was developed, the task force became the coordinating body for what was recommended in the plan. Task force efforts resulted in a 1987 Working Paper and series of recommendations for remedying homelessness. These evolved into working areas, or teams. Each includes leaders from the service field and task force staff. The teams meet at least monthly and focus on mental health, physical health, welfare, shelter, housing, employment and veterans issues. They develop projects, set standards and work to improve access for the homeless to benefits and services. Agency representatives on the teams help convey team goals to the community.

Some staffers have caseloads of shelters (Atlanta has 26 regular shelters and 15 winter operations), linking

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these organizations to human services. The staff also distributes donated goods among shelters.

The task force sponsors monthly luncheon forum meetings for an advisory body of community agencies, social service providers, government people and others, where staff and teams give updates on what is happening for local homeless people. In addition, shelter directors and service providers meet monthly over lunch to get general information and then to focus in small groups on particular interests, for example, family issues and needs.

Work of the task force has led to many projects including a public-private partnership for renovating public housing, an eviction protection furniture bank, and a non-profit housing corporation.

10. Setting the Direction

As people are convened it is absolutely necessary to run good meetings, aimed at keeping them involved. To this end, use principles of effective group discussion and priority-setting process(es) to identify specific problems that the group might address. The total membership has a role in voicing proposals for the work of the organization so that it will take ownership of resulting projects and activities. Very early, members need to come up with a working purpose that can later be refined. It is key that they work toward a common vision of what they want to do. The vision unites the diversity of members and enables them to transcend self-interests.

"...[O]rganizers have to be aware of the pitfalls that stand in the way of winning good legislation. People can easily be divided...The other thing is that building coalitions means give and take. Sometimes we tend to make every issue a 'moral' issue. It's important to figure out which things really matter to us and be able to give in to others, keeping in mind that the important overriding factor is the need to maintain the coalition over time..."

David Orr

Once a group knows its basic thrust, members need to get clear about what they want to accomplish for the first year and devise a realistic strategy for getting there. Again, involve members in decisions. Members must also discuss how they fit into the new organization--what each can contribute. Set up tasks for all. The one-year plan of action ideally will include goals and objectives identifying the end result of what the group hopes to achieve, and a timeline for accomplishing the tasks. The plan should build in some winnable goals that can be accomplished easily early in the life of the organization in order to give a sense of achievement, and thus motivate people for other work. Planning, though, is a tool; it should not stop a group from responding to an emergency or an unforeseen opportunity.

Homeless organizations often may develop formalized mission statements that include their short- and long-range goals. This requires achieving unity on the values implicit in the work (better to debate the value questions early than in the heat of implementing concrete strategies). Here is the mission statement of the Rhode Island Coalition for the Homeless, as voted upon by the general membership:

> "To promote and preserve the dignity and quality of life for individuals and families through a comprehensive and cooperative approach toward solving the problems of housing and homelessness. We hereby recognize each individual's and family's right to stable, safe and affordable housing, adequate medical care, nutritious food, clothing and other services essential to the mental and physical well-being."

The missions of other groups are stated briefly in the State-Level Organizations for the Homeless list of the Appendix.

Being an Initiator

In solving the crisis of homelessness, there are simply too many things to do. As to gaps in services that can be addressed, a U.S. mayors' study points out that six groups in the urban homeless population have particular needs. They require more than 50 types of services.[7]

In deciding what they will concentrate on, members cannot settle for having a merely reactive organization; that is, one that mainly responds to requests for information or technical assistance. Though it is important to be responsive; the question for any homeless organization should be, "What are we going to initiate?"

Setting Priorities

A group cannot do everything that members find important. Groups need to carve off what is realistic to accomplish.

What an organization selects as its focus will indicate if it needs funding and staffing and what kind. If part of the goal involves influencing the state legislature, this eventually may lead to hiring a director to handle legislative relations, and renting an office in the capital city. That costs money, and probably it will not come from government. If conducting public education campaigns will be a tactic, the group may find that donations or grants for printing and advertising may be the main resources available. Another typical organization activity, publication of a newsletter, requires some income, possibly raised through membership dues. Doing mailings, having a permanent telephone or hosting guest experts will require either in-kind assistance from members of the organization or a funding sources.

When the possibility of staffing is discussed, some may feel that the group should not pay a director in order to maintain a grassroots image. They argue that they will achieve widespread member involvement if the group operates entirely on a voluntary basis, and that a paid staffer could lead some to abdicate responsibility for participation. A board, in particular, may come to rely too heavily on the staff. On the other hand, it has proven valuable for organizations to have a consistent spokesperson, or contact person--someone who can concentrate on monitoring legislation, attending key meetings, maintaining communication links among members and coordinating their activities. By doing the work, the person becomes an expert, and thus a valuable resource for those outside the organization who need information to make decisions about policies, funding and new programs.

Deciding Tactics

In deciding how to proceed in achieving particular goals, members need to ask, "Under what principles will we operate? What will be our tactics, strategies, methods?" Usually several approaches will be used, depending on appropriateness in terms of what the organization hopes to accomplish. Following are some typical strategies.

Litigation

In Los Angeles litigation attempted to assert the right of homeless individuals to be sent to heated shelters. The National Coalition for the Homeless filed suit to require New York City to shelter homeless individuals and homeless families, leading to publicity over these issues and the declaration that people have a right to shelter. A 1987 lawsuit demanded that the U.S. Department of Education accelerate the application process for state education funds for homeless children. Litigation establishes rights, but enforcing a court decision, however, is another matter.

Legislative advocacy

Legislative advocacy seeks systemic change by improving or introducing laws which can create programs, provide funding and establish rights. Non-profit organizations using this approach need to be fully aware of Internal Revenue Service regulations that limit the amount of time/resources that can be devoted to lobbying. A group may link with a larger body that is able to do more lobbying in order to achieve its end. Legislative advocacy can be done on a number of levels, through drafting bills, meeting with legislators, letter-writing, letters to the editor, petitions, peaceful demonstrations, testimony before legislative bodies, monitoring bills, and joining in coalition with other organizations working on the same issues.

Minnesota Coalition for the Homeless

When the state legislature is not in session, the Minnesota Coalition for the Homeless assesses its past lobbying efforts, regroups, and seeks advice from constituents on future legislative priorities. The coalition board suggests legislative interest areas on surveys sent to shelters, community action agencies and other organizations serving the homeless. In addition to feedback from directors, the coalition asks for suggestions from the homeless served by the programs in the survey. Using this information, the board makes a final decision on a year's legislative agenda. Then members approach state senators and representatives about issues of concern to see if a legislator is willing to sponsor a bill.

The coalition has contracted for services of a legislative advocate. This person sends out legislative updates to members--sometimes with drafts of bills--and asks them to call their senators or representatives to support the measures. What happens depends on the amount of pressure the coalition can muster.

Recently, in working cooperatively with other groups, the coalition helped gain $500,000 for SRO development and the expansion of a work readiness program.

Technical assistance

Ability to give technical assistance can establish an organization as an authority on homelessness. When newly formed in 1987, the Illinois Coalition for the Homeless provided technical assistance to the State

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Department of Commerce and Community Affairs. Coalition leaders worked with a department committee to facilitate the award of grant funds available through the Stewart B. McKinney Act to community action agencies. This involved helping to identify specific populations of homeless people to be served and formulating guidelines for awards based on the general language of federal legislation.

Networking

Networking involves developing and maintaining linkages with all the individuals and organizations working on homelessness or useful in solving the problem. Talking with these people, attending the meetings and conferences to meet them, public speaking that establishes you as the expert person/organization, all take time, energy and persistence. This is especially difficult when key people leave their jobs, and new programs form. Networking enables the organization to put people in touch with those who can be of assistance, and to have the right individuals to call on when needed. Networking is aided by good mailing lists.

Public education

Public education is making citizens aware of the size and scope of homelessness and solutions to the problem. At one level, public education can be handled through peaceful rallies, vigils, or "street theatre" that capture news media attention. But the interest of the press can be gained through news releases, the issuing of reports, cultivation of a reporter, and requests for articles and air time. Public education also takes place through public speaking, publications, development of school curricula, preparation of audio-visual materials and other means. Ask schools, churches, social services and civic groups for the opportunity to make presentations. In Chicago, the Interfaith Council for the Homeless offers a teacher's guide for a five-part curriculum study on homelessness for high school students.

Direct service

To further their goals, some groups provide direct services to homeless people. Many health care for the homeless programs were planned by local coalitions. In Wyoming where there was a serious lack of shelter in early 1988, a leader of the state coalition for the homeless remarked that when people in her organization began providing direct service they learned the scope of the problem. The Colorado Coalition for the Homeless runs a health care clinic and housing program. A coalition leader said, "You can't do really good advocacy work if you don't know the stories (about homeless people) to tell, and you can't do that unless you do direct service." She added, "There's a certain passion that comes form working with the folks."

Des Moines Coalition for the Homeless is promoting a program to encourage 10-15 area churches to sponsor a series of homeless families in an inner city apartment. The coalition procures the apartment, provides orientation and helps train several leaders as counselor-directors. The church rents and maintains the apartment for a minimum six months. The plan, called P.A.T.C.H (Parish Apartments: Temporary Care for the Homeless), is to assist family members in crisis for three-four weeks and establish them in their own housing, and in employment or in public benefits.

An apartment building-style emergency shelter constructed from the ground up with donated labor will be the first fruit of coalition work targeted at the homeless of Greene County, Ohio. A group of shelter planners--from the local United Way, community action organization, housing authority and human service department, and branch office of the American Red Cross--has invited some 20 others to join it in guiding shelter operation.

11. Gaining Momentum

Finding friends, gaining expert knowledge and networking with other organizations are key in building an effective homeless organization.

Building a Constituency

To build a constituency that can be tapped from time to time is integral to the success of the organization. If the organization is well- run, helpful to members and responsive to outsiders, and focused on solid issues, it will likely find friends in many places.

Keep visible. Be present at the events where you will meet the people you need and the events you will be expected to attend. Make efforts to interpret the needs of the homeless through speaking engagements, news media contact work and participation in community events. Give people time, work, information, support and credit.

You will find friends in people whose self-interests you further in some way. Later, when you need to call on people for help, they may choose to respond according to self interest and to pressure.[8] You need to appeal to their moral sensitivities, but you also may have to bring pressure to bear in a steady, respectful way.

Analyze what the pressure points are with particular individuals. Businessmen, for instance, need customers and the confidence of the community. Elected officials need votes, the respect of the community and campaign money. Clergy need to keep credibility with their congregations. Knowing these common sense things may help in determining strategies of the organization.

"A church group's style of lobbying involves changing attitudes, reminding legislators that they need to do preventative care rather than band-aid maintenance. The important thing is not opening more shelters for the homeless, but rather, providing more jobs and low income housing for the poor, so there won't have to be new shelters."
Kay Keller

None of your liaison work will be worth much, however, if the organization is not trustworthy. This means being honest about the purpose of the organization, offering accurate information in a timely way, and always doing what you say you will do.

The leadership of the organization will have to make critical judgments. For example, assessing who can be of help to your group and how. In developing your action plans, it will be important to judge where people you work with owe their allegiances.

Though the ideal is to build unity through good relationships, an organization cannot be overly conciliatory all the time. In carrying on the work, you cannot be afraid to struggle for your causes. You may turn someone off. You may become embroiled in controversy. But conflict is an opportunity to bring about change, and purposeful change is your aim.

Learning How Things Work

Knowledge is power. Every step you take in the activities of the organization teaches you more about what you need to know to be effective. A lot can be learned from printed materials, research and experts, but you will need savvy to figure out who holds real political, financial and other power that will help the organization accomplish its work. Obviously, some knowledge areas important in addressing homelessness will include the political process, government benefits programs for the poor, funding sources for projects, and various homeless assistance organizations.

Power structure

To learn legislature, you can always obtain rosters of officials through special interest associations, and read the newspaper, but probably nothing will replace the insights you can get from talking with lobbyists and other insiders. It pays to form relationships with people in government work, planning bodies, church boards, and so forth. Ask about the leaders who make and influence decisions. Sharing information with them can be of mutual benefit. Try to learn as much as possible about them. If they oppose you, this may help in developing a counter strategy or in neutralizing hostility.

Political process

When a social policy idea comes up, a coalition can oppose, support or attempt to rework it. The concept may generate public debate. Eventually it must be made into a specific policy proposal. This happens in both legislative and administration processes. For example, a department of state government was to propose a change allowing welfare recipients to work more hours than then permitted and still receive some income support. A coalition of organizations serving poor people tried to shape the new program by informing of existing benefits levels and how individuals would win or lose by the change. Once a program is in place, the coalition can monitor it, and if it does not work well, try to modify it.

Government benefits

Homeless individuals often need an organization to represent their concerns. They may qualify for a number of public assistance programs for income, health care and so forth. Each program has eligibility standards and regulations. A person may be denied an entitlement under the law, since application procedures and regulations are complex and access to programs has been uneven. Advocacy groups, therefore, need a thorough understanding of assistance levels, guidelines, strengths and weaknesses of the various programs. City and state legal aid societies can be of great help when questions arise.

Sources of help

Understanding federal, state and local funding opportunities for programs for homeless people, and key private resources, will help make the group an expert information source. Know what is available. At the federal level, for instance, the 1987 Stewart B. McKinney

Homeless Assistance Act created programs with the goal of aiding homeless youth and adults. In Ohio, monies have come to community action agencies, flowed through United Way and FEMA boards, and have been administered by HUD and departments within the state.

Also, state government assists homeless people, either through regular programs (e.g. departments of human services), or those targeted at the homeless. In Ohio, for instance, the Department of Health administers the state Emergency Shelter Grant Program providing operating revenue, on a matching basis, to shelters. Local governments may have federal CDBG funds, tax revenues, license fees and other assistance.

Learn how the various programs are run. Ask for sample application forms, who qualifies to apply, deadlines for applying, criteria for getting a grant, total amount of assistance in the program and size of individual grants, if matching monies are required, who has received funds in the past, and who makes the decisions on the awards and how. Often information from an insider or consultant can save a great deal of time and effort. When a group is not successful in getting assistance, try to learn why. A Ohio coalition director found that applications from many programs were incomplete and poorly done. He helped organize training sessions on the application process and did some of the training.

In the case of the McKinney Act, the same director learned the guidelines for the various funding opportunities before state departments were involved. Some departments called on him for advice on establishing procedures; he prodded other departments to apply for McKinney funds.

Networking with Other Groups

Certain groups will want to support one or more of your issues. Your organization will want to foster the work of other organizations. Make efforts to understand the initiatives of private and public organizations and departments serving the homeless in any way. Meet one of the leaders. Get the organization name on your mailing list.

Do the same with national organizations through telephone contacts, exchange of newsletters and participation in conferences.

Keeping People Involved

Are there special techniques to keeping members active in a coalition? Having something to offer them, winning at what the organization sets out to do, hard work at relating and communicating, wise strategizing, commitment to homeless people--all play a part. But no matter what value-driven ties exist, an appropriate organization structure must develop. Incorporated in 1987, the Illinois Coalition for the Homeless found it hard to organize on a statewide basis, so one of three 1988 thrusts was regional organizing. The coalition aimed to get local groups to identify with larger bodies. Toward this goal, the coalition provided technical assistance to two coalitions in their efforts to build a four-county regional group. New Jersey Right to Housing found that to draw local service providers into the work of the coalition took knowledge of what is going on in local communities and responding to people in their area of interest.

Omaha Coalition for the Homeless

In Omaha, beginning in 1984, a strong leader had guided meetings of local shelter providers, but when she left town, the group became inactive. In 1987, providers and agencies serving homeless wanted a vehicle for action. Another woman telephoned several colleagues saying, "Let's get this thing going again." People met in February and formed a steering committee. Officers were elected in May and expansion of membership and activities began in the summer.

At each meeting of the Omaha Coalition for the Homeless, time was set aside for reports by members. These prove to be invaluable in networking, for instance, helping people understand methods of obtaining public benefits, food and federal funds. Helping the growth of the body was support from the mayor and the setting aside of turf issues. One member, for example, planned to a seminar for others on how to do fund raising.

The ad hoc nature of coalitions makes them suited instruments to exploit new resources in changing situations. Coalitions may thus reflect circumstances that are in flux, they may bring about change, and by their very nature are always subject to change.[9] Like shelters, coalitions run the risk of becoming so institutionalized that their own preservation becomes paramount. Self-examination is important. Despite the pitfalls related to existing for one's own sake, it is crucial there be vehicles for people to get together. The depth and pervasiveness of homelessness demands it. Accomplishments by organizations for the homeless so far speak for themselves.

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Minimum Requirements for Emergency Shelters

Human Services Division, City of Cincinnati, Ohio
Cincinnati Coalition for the Homeless, June 1986

V. Minimum Requirements for Shelters Requesting City Operating & Capital Improvement Funds

An emergency shelter provides crisis relief for the homeless on a daily basis with no fee or religious participation required. It provides the basic needs of a place to sleep, humane care, reasonable security, safety, and referrals to other agencies.

The following requirements are categorized as Essential (E) or Desirable (D). A shelter is expected to comply 100% with the essential requirements and 70% with the desirable requirements. In order to receive city funds, shelters will be asked to answer "Yes" or "No" to the following statements, and to sign their responses.

A. Administration

			Yes	No
(E)	1.	Our shelter is a legal entity according to the provisions of Chapter 1702 of the Revised Code (that is, we are a non profit corporation).	/ /	/ /
(E)	2.	Our shelter shall have a policy statement which includes our shelter's purpose(s), population served, program(s) description, shelter criteria and a non discrimination policy. Our shelter does not require religious participation, and does not discriminate on the basis of race, religion, or natural origin.	/ /	/ /
(D)	3.	Our shelter has an organization chart delineating the administrative responsibilities of all persons working in the shelter.	/ /	/ /
(D)	4.	Our shelter has space designated for securing all documents in order to insure client confidentiality.	/ /	/ /

B. Personnel

			Yes	No
(E)	1.	Our shelter has enough adequately trained on-site staff persons (paid or volunteer) to meet the needs of residents and insure the safety of the facility during all hours the facility is open to residents. (A recommended ratio during awake hours should be 1 staff to 50 residents for an adults-only facility, and 1 staff to 25 residents for a facility housing children.)	/ /	/ /
(D)	2.	Our shelter has a written position description for each type of position, which includes at least job responsibilities, qualifications and salary range.	/ /	/ /
(D)	3.	Our shelter has written personnel policies in effect which include at least a Code of Ethics for all our personnel.	/ /	/ /
(D)	4.	Our shelter's staff has been trained in emergency evacuation, first aid procedures, and CPR procedures, and has received on-going inservice training in counseling skills, handling tensions in a non-violent manner, emergency assistance skills, etc.	/ /	/ /
(D)	5.	Our shelter has an organized method of selecting and training all volunteers. In addition, volunteers have job descriptions and identifiable lines of authority.	/ /	/ /

C. Fiscal Management

			Yes	No
(E)	1.	Our shelter carries out fiscal activities which are consistent with sound financial practices based upon a budget approved by our board.	/ /	/ /

			Yes	No
(D)	2.	Our shelter has records of accountability for any client's funds or valuables we are holding or managing.	/ /	/ /
(D)	3.	Our shelter has received an independent audit and will make available all financial records as may be required by the City.	/ /	/ /

D. Procedures

			Yes	No
(E)	1.	Our shelter has written policies for intake procedures and criteria for admitting people to our shelter.	/ /	/ /
(E)	2.	Our shelter reads to all residents our house rules, regulations, and disciplinary procedures; ask residents to sign a copy, and/or posts a copy in a conspicuous place.	/ /	/ /
(E)	3.	Our shelter keeps a daily office log which documents the activities of each shift, and any unusual or special situations and instructions regarding special clients (such as, children, medicine, illness, etc.). Our shelter requires the staff person in charge of each shift to sign the log for that shift.	/ /	/ /
(D)	4.	Our shelter maintains an attendance list which includes at least, name, age, and sex of all persons residing in our shelter.	/ /	/ /
(D)	5.	Our shelter refers people to the appropriate shelter or agency if we cannot provide shelter.	/ /	/ /
(D)	6.	Our shelter provides all residents with a one-page handout which summarizes our program, or posts a copy in a conspicuous place.	/ /	/ /

E. Medical

			Yes	No
(E)	1.	Our shelter has available at all times first aid equipment and supplies in case of a medical emergency.	/ /	/ /
(D)	2.	Our on duty shelter staff has available a life squad phone number. Our shelter's staff rely on life squad personnel or a physician to determine medical status.	/ /	/ /
(D)	3.	Our shelter has at least one staff person on duty who is trained in emergency first aid procedures.	/ /	/ /
(D)	4.	Our shelter has a written policy regarding the possession and use of controlled substances, prescription medicine and over-the-counter medication.	/ /	/ /

F. Food Service

			Yes	No
(E)	1.	(For shelters which provide food service): Our shelter has made adequate provisions for sanitary storage and preparation for food.	/ /	/ /
(E)	2.	(For shelters which serve infants, young children, or pregnant women): Our shelter has made provisions to meet their nutritional requirements.	/ /	/ /
(D)	3.	(For shelters which do not provide food services): Our shelter has a nearby food system available for our residents.	/ /	/ /

G. Safety

			Yes	No
(E)	1.	Our shelter has a fire safety plan, including a fire detection system.	/ /	/ /
(E)	2.	Our shelter has an emergency evacuation plan posted.	/ /	/ /

(E) 3. Our shelter has an office phone to contact fire or emergency squad or police. — Yes / / No / /

H. Equipment & Environment

(E) 1. Our shelter has a housekeeping and maintenance plan. — Yes / / No / /

(E) 2. Our shelter provides each person with at least a crib or bed with linen, or a mat. — Yes / / No / /

(D) 3. Our shelter has an adequate ventilation and heating system. — Yes / / No / /

(D) 4. Our shelter is clean and in good repair. — Yes / / No / /

(E) 5. Our shelter has reasonable access to public transportation. — Yes / / No / /

(D) 6. Our shelter has adequate and separate toilets, wash basins, and shower facilities for men and women. — Yes / / No / /

(D) 7. Our shelter has private space in which to meet with individual residents. — Yes / / No / /

(D) 8. Our shelter has laundry facilities available to residents, or access to laundry facilities nearby. — Yes / / No / /

(D) 9. Our shelter has secure storage for checking in/out residents' personal belongings. — Yes / / No / /

Shelter Director

____

Date: ______________________

Chairperson, Board of Trustees

____

Date: ______________________

VI. Process and Procedures for Shelters Requesting City Operating Funds

1. Contact the HSD concerning the timeframe for submitting budget requests.

2. The HSD and Human Services Advisory Committee (HSAC) will conduct a review of the facility using the "minimum requirements."

3. Submit, if available, a copy of the most recent inspection reports, and/or licensing documents with the budget requests.

4. Attend a budget hearing before the HSD and HSAC to discuss the budget request.

5. The HSD will notify the shelter operator of the funding recommendations which will be forwarded to the City Manager and City Council.

6. The HSD will notify the shelter operator of appropriate budget hearing(s) before city council.

VII. Process and Procedures for Shelters Requesting Capital Improvement Funds

1. As a pre-condition for consideration of Capital Improvement funds, shelters must meet the minimum requirements contained herein. In addition, all shelters requesting funds will be reviewed by an independent contractor hired by the Human Human Services Division.

2. The contractor will inspect the shelter to determine (a) repairs necessary to insure that it provides safe, sanitary and secure conditions; (b) repairs needed for energy conservation and amenities necessary to improve the facility for more comfortable client usage; and (c) cost of repairs. (A copy of the report will be provided to the shelter operator.)

3. The contractor will provide the HSD with a composite report and cost of all needed repairs with an indication of the relative severity of the problems. A copy of this report will be forwarded to the Homeless Coalition.

Form C-102 Corporation Not For Profit
Prescribed by Secretary of State — Anthony J. Celebrezze, Jr

[illegible]

APPROVED [7]
FOR FILING
By mG Cib
Date 1-25-83
Amount 25.00
FOR OFFICIAL USE ONLY

Articles of Incorporation

-OF-

Friends of the Homeless, Inc.
(Name of Corporation)

The undersigned, desiring to form a corporation, not for profit, under Sections 1702.01 et seq., Revised Code of Ohio, do hereby certify:

FIRST. The name of said corporation shall be Friends of the Homeless, Inc.

SECOND. The place in Ohio where the principal office of the corporation is to be located is Columbus (City, Village or Township), Franklin County.

THIRD. The purpose or purposes for which said corporation is formed are:

(1) The primary purpose of the Corporation shall be to advocate for the rights and security of homeless persons, which may include the operation of one or more shelters and other services. The Corporation may receive and maintain real and personal property to be used solely for charitable purposes, and may make distributions to organizations that qualify as exempt organizations under section 501 (c)(3) of the Internal Revenue Code and its Regulations as they now exist or as they may hereafter be amended.

(2) No part of the net earnings of the corporation shall inure to the benefit of, or be distrbutable to, any Trustee or Officer of the Corporation, or any member of the Corporation, or any other private individual, except that reasonable compensation may be paid for services rendered to or for the Corporation affecting one or more of its purposes, and no Trustee or Officer of the Corporation, or any private individual shall be entitled to share in the distribution of any of the corporate assets on dissolution of the Corporation. No substantial part of the activities of the Corporation shall be the carrying on of propaganda, or otherwise attempting to influence legislation, and the Corporation shall not participate in, or intervene in (including the publication or distribution of statements) any political campaign on behalf of any candidate for public office.

(3) Notwithstanding any other provision of these Articles of Incorporation, the Corporation shall not conduct or carry on any activities not permitted to be conducted or carried on by an organization exempt from taxation under Section 501 (c)(3) of the Internal Revenue Code and its Regulations as they now exist or as they may hereafter be amended, or by an organization, contributions to which are deductible under Section 170 (c)(2) of the Internal Revenue Code and Regulations as they now exist or as they may hereafter be amended.

F0155-1879

(4) Upon the dissolution of the Corporation, the Board of Trustees shall, after paying or making provision for the payment of all the liabilities of the Corporation, dispose of all of the assets of the Corporation exclusively for the purposes of the corporation in such manner, or to such organization or organizations organized and operated exclusively for charitable, educational, religious, or scientific purposes as shall at the time qualify as an exempt organization or organizations under Section 501 (c)(3) of the Internal Revenue Code and its Regulations as they now exist or as they may hereafter be amended, as the Board of Trustees shall determine. Any of such assets not so disposed of shall be disposed of by the Court of Common Pleas of the county in which the principal office of the Corporation is then located, exclusively for such purposes or to such organization or organizations, as the Court shall determine, which are organized and operated exclusively for such purposes.

FOURTH. The following persons, not less than three, shall serve said corporation as trustees until the first annual meeting or other meeting called to elect trustees.

GIVE STREET AND POST OFFICE ADDRESS

William D. Faith

Rev. Gary Witte

Duane Jager

IN WITNESS WHEREOF, We have hereunto subscribed our names, this 24th day of January, 1983.

William D. Faith
William D. Faith

Gary Witte
Rev. Gary Witte

Duane Jager
Duane Jager

(INCORPORATORS' NAMES SHOULD BE TYPED OR PRINTED BENEATH SIGNATURES)

N. B. Articles will be returned unless accompanied by Form C-103 designating statutory agent.

See Section 1702.06, Revised Code.

CONSTITUTION AND BY-LAWS
OF
THE ALLIANCE EMERGENCY RESIDENCE, INC.
Alliance, Ohio

ARTICLE I: NAME

The name of this organization shall be The Alliance Emergency Residence, Inc.

ARTICLE II: STATEMENT OF PURPOSE

The Alliance Emergency Residence, Inc. shall provide a short term, emergency residence to the homeless in the Alliance area, such assistance being given to recipients regardless of race, color, creed, sex, religion, national origin, or age. This organization shall be charitable and non-profit.

ARTICLE III: QUALIFICATIONS FOR ASSISTANCE

Recipients of aid and assistance from The Alliance Emergency Residence, Inc. must meet one or more of the following criteria:

1. Be at or below the level of income for a person or family designated by the appropriate United States government office as "poverty level".
2. Unable to obtain a dwelling or habitation through their own efforts or through any other assistance program, whether governmental or private in nature.
3. Be a resident or citizen of the Alliance area which shall include Minerva, Paris Township, Washington Township, Lexington Township, Marlboro Township, Sebring, Limaville, Smith Township, Homeworth, and Knox Township, and other areas which may be included by amendment to these by-laws.
4. Willing to accept the rules and regulations as may be drawn up hereafter for the operation of a residence.

ARTICLE IV: MEMBERSHIP

A. There will be a governing Board of nine persons, all of whom will be designated as members; such members being from the Alliance area and over the age of eighteen.

B. The members shall elect the following officers and trustees from

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their membership, each member having one (1) vote:

1. President
2. Vice President
3. Secretary
4. Treasurer
5. Five (5) Trustees

C. The term of office for officers and trustees shall be:

President, Vice President, Secretary and Treasurer shall serve a one year term. Officers may serve up to three (3) consecutive terms and then be eligible again after a lapse period of one (1) year.

Trustees: Following the effective date of this Article, one (1) trustee shall be elected for a one year term; two (2) trustees shall be elected for a two year term; and two (2) trustees shall be elected for a three year term. Thereafter, as each trustee's term expires, one or two trustees, as the case may be, shall be elected for a three year term.

D. Vacancies:

Should a vacancy occur in any officer position, a present trustee or officer shall be appointed by the Board to fill the vacancy for the unexpired term of the officer, and a new member shall be appointed to fill the unexpired term of the officer or trustee as the Board may choose.

E. Limitation of Membership and Officers:

No member shall serve more than three (3) consecutive years unless by a majority vote of the members that such limitation is waived. Such waiver shall be limited to one (1) year and can be invoked not more than twice in succession so that no member may ever serve more than five (5) consecutive years.

ARTICLE V: OFFICERS' DUTIES

A. The President shall conduct all meetings according to Parliamentary procedure, appoint the chairperson of all standing committees and carry out other business of the organization as deemed necessary by the Board.

B. The Vice President shall serve in the absence of the President. It shall be his/her duty to serve as coordinator of all standing committees and make his/her reports to the President.

C. The Secretary shall keep minutes of the Board meetings, shall send out notices to the membership and handle all correspondence as directed by the President or the Board. The Secretary shall also keep a current register of the membership and call the roll.

D. The Treasurer shall hold the funds deposited and pay them out as directed by the President or the Board. The Treasurer shall prepare a complete financial statement twice yearly. The Treasurer shall give a report to the Board at every meeting.

ARTICLE VI: SPECIAL PROVISIONS

A. The President and the Director of "The Alliance of Churches" may be members but shall not be officers during their tenure in "The Alliance of Churches" but may, however, be trustees in The Alliance Emergency Residence, Inc. during such tenure.

ARTICLE VII: COMMITTEES

There shall be four (4) standing committees:

1. Operation

   a. This Committee shall be responsible for obtaining a site for The Alliance Emergency Residence, Inc. and seeing that operation of the facility is on-going.

2. Policy

   a. This Committee shall be responsible for determing the rules of operation for the shelter such as the length of residence, criteria for residents and job definitions of staff.

3. Funding

   a. This Committee shall be responsible for securing and maintaining funding for the operation of The Alliance Emergency Residence, Inc.

4. Personnel

   a. This Committee shall be responsible for interviewing and recommending candidates for such staff positions as are deemed necessary for the complete operation and management of The Alliance Emergency Residence, Inc.

ARTICLE VIII: OPERATION

The Board may, at any time, by majority vote, adopt and promulgate appropriate rules and regulations to operate and maintain a residence. Residents shall abide by these rules and regulations.

ARTICLE IX: AMENDMENTS

These By-Laws may be amended at any regular meeting by a majority vote of all members.

ARTICLE X: MEETINGS

There shall not be less than ten (10) regular meetings each year, but special meetings may be called upon twenty-four (24) hours notice by the President.

A quorum shall be a majority of members. "Robert's Rules of Order" shall be the guide for any parliamentary procedure not inconsistent with these By-Laws.

ARTICLE XI: POWERS

The Board is empowered to contract, purchase real or personal property, accept donations or grants, disburse monies, hire employees and to do all those things necessary to obtain, operate and maintain a residence for the homeless not inconsistent with these By-Laws or the laws of the State of Ohio.

ARTICLE XII: DISSOLUTION

Should this organization be dissolved, all assets and property owned by the corporation shall be transferred to an appropriate charitable organization as determined by the Board.

ARTICLE XIII: FEES AND DUES

Any fees or dues for members shall be determined from year to year by the Board.

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ACCESS, INC. PERSONNEL POLICIES

Akron, Ohio

I. PURPOSE OF ACCESS, INC.

The purpose of ACCESS, INC. is to provide emergency shelter services to homeless women and their children, to link women with existing resources in the community, and to assist in alleviating the situation which caused them to be homeless.

II. AFFIRMATIVE ACTION

ACCESS is committed to the policy of equal employment opportunity for all people without regard to race, color, religion, sex, age, handicap or national origin and consistent with applicable federal, state and local laws. ACCESS will promote this affirmative action.

III. PURPOSE OF PERSONNEL POLICIES

In order for people to work efficiently and derive satisfaction from their work, they need to know practices and procedures under which they are expected to perform. These policies have been designed to provide the employee with a clear understanding of conditions under which he/she has been employed and expected to work and to acquaint employees with their responsibilities to the organization.

IV. CONDITIONS OF EMPLOYMENT

Personnel shall be hired on the basis of ability to meet the job requirements and willingness to work for the purpose and objectives of ACCESS. Each employee shall be provided a written job description outlining specific duties and responsibilities of his/her position.

ACCESS recognizes that it takes time for one to get acquainted with job duties and function efficiently. For this reason there is a trial period of three months during which time the employee and employer can determine to their mutual satisfaction whether the right person is in the right job. During this probationary period employment may be terminated at any time without prejudice to either party. (Regarding termination, refer also to Article XI.) At the conclusion of probation, a written review will be made of the employee's performance and placed in his/her file. A copy will be furnished to the employee upon his/her written request.

Each employee shall receive a written letter of employment outlining job title, classification, beginning salary and beginning date. This letter will serve at the employment agreement. It shall be signed by the prospective employee and his/her supervisor. One copy is given to the employee and one copy is retained in the employee's file.

V. CATEGORIES OF EMPLOYEES

1. Definitions:

Exempt: The term "exempt" is used in these policies to mean employees who would be classified as not subject to the hours of work and overtime pay provisions of the Fair Labor Standards Act. To be exempt, at least 80% of a person's work must be executive, administrative or professional in nature, requiring regular exercise of discretion and independent judgement.

Non-exempt: The term "non-exempt" is used in these policies to mean employees who would be classified as subject to the hours of work and overtime pay provisions of the Fair Labor Standards Act. This refers to any employee, regardless of title or function.

2. Classications:

Regular Full-Time Employees

Employees, salary or hourly, exempt or non-exempt, with a primary job assignment for 40 hours, or more, per week and for 12 months per year, including all periods of paid leave.

Regular Part-Time Employees

Hourly employees with a primary job assignment of fewer than 40 hours per week, for 12 months per year, including all periods of paid leave.

On Call Part-Time Employess

Hourly employees with a primary job assignment as deemed necessary by his/her supervisor.

VI. WORK SCHEDULE

All salary and hourly wage rates are based on a 40-hour work week.

1. Workweek of Exempt:

The normal workweek for exempt employees will be 40 hours, including paid lunch break. ACCESS staff may observe meal time with residents, if desired. Work schedules of exempt employees frequently will not coincide with the concept of a regularly scheduled work day. Exempt employees are expected to schedule

1. Workweek of Exempt (continued):

their working hours, in consultation with their supervisor, to include within their 40-hour workweek the necessary evening meeting and program activities outside the normal work day.

Exempt employees are not eligible for overtime compensation. However, the supervisor may grant time off for evening/weekend conferences and/or unusual circumstances. Such time off should be taken within the year during which the overtime is worked, unless the overtime is worked during the last two months of the year. In such case, the time off may be taken during the first quarter of the new year, if an earlier schedule is not in the best interest of ACCESS.

2. Workweek of Non-exempt:

The work schedule of non-exempt employees is determined at the time of employment and/or in consultation with the supervisor. For non-exempt personnel, the hours are established in relation to the particular job. Changing requirements of the shelter may necessitate reclassification or changes in workday assignment. Non-exempt ACCESS staff may observe meal time with residents, if desired. Although every effort is made to keep overtime for non-exempt employees to a minimum, when overtime is necessary and approved by the Executive Director, it is mandatory. Overtime is compensated for by payment at one and one-half time the regular hourly pay for time worked in one week in excess of 40 hours.

3. Punctuality and Attendance

Because ACCESS cannot provide the services it is responsible for to its clients without the punctual and regular attendance of all its employees, excessive tardiness and/or absenteeism, as determined by the Executive Director, can be cause for discharge. Employees who are absent three consecutive work days without reporting in as required are considered to have quit their employment. In addition, ACCESS is not required to pay for any unreported absences.

Paid sick leave (See Article IX) is intended ONLY for illness or injury and not to be construed as entitlement to time off for other reasons.

VII. HOLIDAYS

ACCESS full-time personnel will observe the following holidays:

New Year's Day
Memorial Day
Independence Day
Labor Day
Thanksgiving Day
Christmas Day

Two float holidays are scheduled by employee with supervisor's approval.

If a holiday cannot be taken because of scheduled work, compensatory reimbursement, time or payment, at a rate of one and one-half, shall be given. If compensatory time is taken, the alternate time shall be scheduled in consultation with the Executive Director to be taken during the three month period. Part-time employees working holidays will be paid at the rate of time and one-half. When a holiday falls on Saturday or Sunday, the alternate legal day is observed.

VIII. VACATION

ACCESS has no designated vacation year. Each employee's vacation is based on his/her hiring date.

All full-time employees will be eligible for the following vacation benefits:

2 weeks' vacation after one year continuous employment (employee is eligible to take the first week of vacation after 6 months of continuous employment).

3 weeks' vacation after 2 years' continuous employment.

No more than two weeks may be taken at any one time. Vacations are scheduled in relation to job responsibilities and final approval is to be given by the Executive Director.

The Executive Director will be eligible for the following vacation benefits:

3 weeks' vacation after one year continuous employment (employee is eligible to take the first week of vacation after 6 months of continuous employment).

4 weeks' vacation after two years' continuous employment.

Vacation is scheduled in relation to job responsibilities in consultation with the President of the Board.

VIII. VACATION (continued)

Vacation is not accumulative from year to year. Paid vacations are in addition to holidays which fall within the vacation period. Vacation is computed using the employee's anniversary date of hire.

Regular part-time employees will be eligible for the following vacation benefits:

1 week of vacation (with pay for the number of hours normally scheduled to work per week) after six months of continuous employment.

2 weeks' vacation (with pay for the number of hours for each week--based on the number of hours normally scheduled to work per week) after one year of continuous employment.

3 weeks' vacation (with pay for the number of hours for each week--based on the number of hours normally scheduled to work per week) after two years' continuous employment.

IX. LEAVE OF ABSENCE

Sick Leave

Sick leave is time off with pay for periods of illness or incapacity resulting from non-occupational injury. For all full-time employees, sick leave shall be accrued at the rate of one day per month, which can accumulate up to no more than 60 days. Sick leave is not accumulated during other leaves of absence. Sick leave will not be paid during the 90-day probationary period or for time off due to illness or injury that exceeds the amount of accumulated earned time off. Unused sick leave carries no monetary value upon termination. In order to be paid for sick time, employees are required to report illness at the beginning of a work day to the Executive Director. Employees must also report anticipated time and date of return to work. Employees must furnish statement from doctor when illness extends beyond 5 work days.

Personal Leave

Personal leave with pay, not to exceed 3 days a year, is provided for urgent personal business, serious illness or death in immediate family, or for religious observances. Personal leave must be approved by the Executive Director, or his/her delegate.

IX. LEAVE OF ABSENCE (continued)

Jury Duty, Military Service, Leave for Study, Maternity Leave

Request for leave will be considered on an individual basis, with payment of salary dependent upon the current financial situation of ACCESS. If selected for jury duty, the employee will be paid the difference between what the employee receives for jury duty and regular pay.

X. SALARY AND FRINGE BENEFITS

Salary ranges and hourly wage rates are established for all job descriptions and will be re-examined annually by the Personnel Committee. Budget conditions permitting, annual increments will be given within the range of each classification. The normal increment date shall be the anniversary date of employment.

All employees will be paid bi-weekly.

Deductions are made from staff salaries for social security, federal, state and local income taxes as required by law. Employees may indicate, on appropriate form, that they wish additional money withheld from their salaries to meet federal tax obligation, or their United Way contributions. A statement attached to the paycheck indicates the deductions made.

ACCESS carries a basic group plan for hospital and medical insurance for each individual full-time employee who desires to participate. Employees desiring to participate will be enrolled after the three-month probationary period. Cost for additional benefits must be paid by the staff member. Information on the plan may be discussed with the Executive Director, and a statement must be signed indicating whether he/she intends to waive the plan. Proof for the existence of a hospitalization plan must be furnished by employees electing to waive the plan.

Employees are covered by workers' compensation and unemployment compensation. The State of Ohio Worker's Compenstion, provided by ACCESS, pays compensation for lost wages and payment of medical expenses that result from injury on the job. Determination of payment is authorized by the State of Ohio Worker's Compensation Office and the Ohio State Bureau of Employment Services.

To assure proper protection for employees and ACCESS, an employee involved in any accident occurring during his/her work should report the accident immediately to his/her supervisor. Employees are required to complete and sign an accident report form to be filed in the Executive Director's office within 24 hours.

X. SALARY AND FRINGE BENEFITS (continued)

Employees shall be reimbursed for authorized expenses incurred in performance of work and travel for ACCESS. This includes transportation and mileage and any other expenses authorized as a part of the job. This does not include travel to and from work. Travel expenses incurred as a part of the job shall be reimbursed at a rate of 20¢ per mile for automobile and to the full amount if public transportation is used.

Reimbursement for expenses incurred in carrying out job duties must be authorized in advance by the Executive Director.

XI. DISCIPLINARY ACTION

Disciplinary action does not necessarily mean dismissal, but is a means of correcting unsatisfactory job performance.

This table, although not inclusive, will be used as a guide to insure a measure of uniformity in the application of corrective action.

1. Verbal abuse or threat of physical abuse, discourteous or offensive treatment of either a resident, another member of the staff, or the general public.
2. Falsification of the records.
3. Violation of the statement of confidentiality.
4. Revealing confidential information about shelter business to anyone not serving the shelter in an official capacity.
5. Being under the influence of alcohol/drugs at the shelter.
6. Failure to follow shelter procedures or insturctions.
7. Negligent use of shelter property resulting in loss or damage.
8. Careless job performance.
9. Failure to report an accident.
10. Smoking in unauthorized areas.
11. Lateness and absence, early quitting without permission.

Disciplinary action will consist of any or all of the steps listed below, not necessarily in sequential order, unless the degree of infraction warrants immediate dismissal.

STEPS

A. The Director may discuss and explain the dissatisfaction with the employee's conduct or performance with the employee. A record of this discussion will be kept by the Director, but such a record will not be filed in the employee's personnel file.

XI. DISCIPLINARY ACTION (continued)

STEPS (continued)

B. A written reprimand, which is a more serious form of disciplinary action, may be sent to the employee and a copy will be placed in the employee's personnel file.

C. Probation or suspension from the job without pay may be initiated by the Director. The Chairperson of the Personnel Committee will be apprised of this action.

XII. TERMINATION OF EMPLOYMENT

1. Definitions:

A. Resignation: A voluntary termination freely made by an employee for any reason he/she chooses. The Executive Director is expected to give 2 months' notice when submitting resignation notice. Full-time employees are expected to give one-month notice when submitting resigantion notice. Part-time employees are expected to give 2 weeks' notice when submitting resignation notice.

B. Mutual agreement: A termination whereby both the individual staff and the ACCESS management think it would be beneficial to terminate employment. A written termination notice is agreed upon.

C. Reduction in force: A termination resulting from job elimination due to reorganization or financial consideration determined by ACCESS Board of Directors. Any employee so affected will be given two weeks' notice.

D. Dismissal for unsatisfactory performance: A termination due to failure of an employee to meet the requirements of the job description or other written standards of performance of ACCESS. Prior to this serious action, the employee must be given written notice that continued employment is in jeopardy, and what must be done to improve the situation. If the situation does not improve in a time established by the supervisor, termination will result. Uncooperative behavior or negative attitudes which can affect the work or morale of other employees, volunteers or residents may result in termination prior to expiration of the agreed upon time period.

E. Dismissal for malfeasance: A termination involving gross employee misbehavior, wrongful use or taking of ACCESS property, or conviction of a felony or misdemeanor. Termination for malfeasance requires no notice and no negotiations.

All involuntary terminations (C, D and E above) will be conducted by the Executive Director in cooperation with the Personnel Committee.

XII. TERMINATION OF EMPLOYMENT (continued)

2. Termination Payments:

Except in the case of dismissal for Malfeasance, all full-time employees who are not permitted by the organization to work out their notice period will receive pay for the unpermitted work time.

All terminating employees will receive pro-rated pay for untaken, earned vacation.

XIII. APPEALS

1. An employee is expected to consult first with his/her supervisor regarding any action, occurance or attitude, either expressed or implied, which is perceived as unfair or unequitable on the job.

2. If a satisfactory resolution cannot be made after meeting with the direct supervisor, the employee may appeal to the Director in writing within 5 calendar days after notifying the supervisor of the appeal.

3. If, after meeting with both the supervisor and the Director, the employee is still dissatisfied, he/she may appeal in writing within 5 calendar days to the President of the Board. The President shall refer the matter to the Grievance Committee, which will consist of representation from the Executive and Personnel Committees.

4. The Grievance Committee will hear and review all information presented by the employee and his/her supervisor, and make a decision and inform the Director within a two-week period after the receipt of the appeal. The decision of the Grievance Committee will be final.

5. Should there exist a staff consensus grievance pertaining to the Executive Director:

   A. An appeal in writing will be submitted to the President of the Board who will assign a Grievance Committee to review the situation.

   B. The Grievance Committee will hear and review all information presented by the employees and the Director and make an action recommendation to the Board within a two-week period after the receipt of the appeal.

   C. Upon the recommendation of the Grievance Committee, the Executive Director will have a hearing in front of the Board. The decision of the Board will be final. The decision will be communicated in writing to the employees and the Director.

XIV. EMPLOYMENT DEVELOPMENT

ACCESS is committed to the continued development of its employees. Participation at education conferences and seminars is encouraged when time and job responsibilities allow. The decision on attendance is at the discretion of the Executive Director. All out of town conference expenses, including travel, lodging, or other require advance approval of the Executive Director.

Performance Evaluation

Employees will be evaluated in writing after the three-month probationary period, and annually therefter by the Executive Director. A standard form will be used and feedback given to the employee on skills, performance and wage increases.

The Executive director will be evaluated in writing annually by a committee appointed by the President of the Board.

A performance evaluation may be done at any time at the request of the supervisor or the employee.

Refer also to Section IV.

XV. PERSONNEL RECORDS

Personnel folders are kept for all employees. Folders are the responsibility of the Executive Director. Personnel folders include: Application, Letter of Employment, Job Description, Annual Salary and Increment Record, Personnel Correspondence, Vacation Record, Record of Sick Leave, Training Activities, Annual Job Performance Appraisal, Personnel Actions Taken (reprimands), Exit Interview (if applicable), Home Address and Telephone Number, Person to be notified in case of emergency.

In answer to employment inquiries, ACCESS will furnish only dates of employment and position held. ACCESS will not furnish information regarding performance or personal characteristics and habits.

All files will be kept confidential. Entrance to files will be given only to the Director and others authorized by the Personnel Committee. Each employee may review his/her own file upon written notification to the Executive Director.

Board Approved November 24, 1986

Clinton County Services for the Homeless
Wilmington, Ohio

Proposed Program Guidelines, Rules and Operating Policies

The following services will be provided to guests at the shelter:

- a. Bed with clean linens and blankets in a designated bedroom.
- b. Nutritionally balanced breakfast and evening meal daily. Each quest responsible for preparing own lunch.
- c. Access to laundry facilities on a limited basis.
- d. 24 staff supervision and support.
- e. Access to Case Manager for development of service plan and support.
- f. Referral/linkage to community services.
- g. Guests may use shelter address to receive mail while staying at the house.
- h. The above services will be provided for up to a 60 day period.

All guests have the responsibility to follow some basic house rules in order to receive these services. Failure to comply with these rules may result in a temporary or permanent ban from the shelter or other consequences.

1. Alcohol and illegal drugs are not permitted on the premises at any time.
2. Smoking and eating permitted only in designated areas.
3. No weapons, violence or threats of harm will be tolerated at the shelter.
4. Parents are responsible for their children, unless specific arrangements are made with the shelter staff for child care.
5. The telephone may be used with staff permission between 7:00 a.m. and 10:00 p.m.-limited only to free calls (local and not 411). Long distance calls are only permitted in extraordinary cases and with the prior approval of the Resident Manager.
6. Showers/bathing facilities are readily accessible and are required on a regular basis. Toiletry items can be provided if needed.
7. Storage of personal items must be limited to individual bedrooms.
8. Sexual activity is not permitted at the shelter. Sexual advances or harassment of others is not permitted.
9. Each guest will be responsible for at least one daily household chore assigned by the shelter staff. Guests are asked to assist in the preparation and clean-up of common meals. Guests are responsible for keeping their bedroom area neat and clean-up of personal kitchen use.
10. Loitering outside of the house is discouraged. We must remember to be good neighbors.
11. There is a 9:00 p.m. nightly curfew.
12. Each guest must cooperate with the development and carrying out of an Individualized Service Plan (ISP). ISPs include:
    - a. Goals to be accomplished (i.e. permanent housing, employment, etc.)
    - b. Steps or tasks to be completed to accomplish each goal.

continued

c. Who has responsibility for each step or task (i.e. guest, Direct Service Staff, Case Manager, etc.)

d. Timetable to complete each step and accomplish the goal.

e. Progress and follow-up status notes.

13. Shelter staff should be made aware of any health related concerns (i.e. medications, diabetes, seizure proneness, allergies, heart condition, etc.) Guests displaying physical or mental health problems may be required to see an appropriate health care provider and bring back verification.

14. An intake form must be completed on each person within 12 hours of arrival at the shelter.

15. Finally all guests are asked to cooperate with the shelter staff and volunteers in order to help maintain a safe, clean, and mutually respectful home environment.

Liability Waiver - (To be developed by legal counsel for the agency to protect agency against claims due to accidents, injuries, etc. of guests.)

Signature of Guest

Signature of Shelter Staff Member

Date

CATHOLIC SOCIAL SERVICE

Diocese of Columbus

HOLY ROSARY SHELTER AGREEMENT

This Agreement is entered into this __________ day of __________________, 19____, between Catholic Social Service and ____ (client). Catholic Social Service will provide temporary shelter to the following family members:

1. ____ age __________
2. ____ age __________
3. ____ age __________
4. ____ age __________

1. Client agrees to all responsibilities as outlined in the attached document.
2. Client agrees to look for permanent housing and understands that Catholic Social Service will not provide permanent housing.
3. Client understands that failure to adhere to house rules or abandons the premises for more than 36 consecutive hours, Catholic Social Service shall have the right to immediately terminate shelter services.
4. Client accepts sole responsibility for the care and supervision of her children and agrees to hold Catholic Social Service harmless from any and all damage, injury, claim of damage or injury alleged by any person as a result of the acts, negligent or otherwise, of employees of Catholic Social Service allegedly performed while the injured or damaged person resided at Holy Rosary Shelter.
5. Catholic Social Service accepts no liability for loss, damage to or theft of clients' personal possessions.
6. Client agrees to use the premises in a careful, safe, lawful and proper manner.
7. This agreement is not a lease and is not subject to Chapter 5321 of the Revised Code.
8. Client agrees to pay Catholic Social Service $__________ per month for room and board beginning ____________________. Service will not be denied for financial reasons.
9. Client understands that shelter services will be provided for a maximum of 15 days and that Shelter Agreement will expire on ______________________________. Any holding over after the expiration of the term of this agreement shall be only from day to day.

Date ____________________________ Client ____

Witness ____

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Clinton County Services for the Homeless
Wilmington, Ohio
Intake Form

Name____________________________________ Date____________________

Birthdate________________________ Age__________ Sex____ M____ F

Social Security Number____________________ I.D.(if any)____________________

Prior Address (most recent)____
Street City State Zip

Source of Income (if any)____
Source Amount

Person to Contact in case of Emergency_______________________________
Name Relationship

____ (   )__________
Address City State Zip Code Phone Number

Are there any health related concerns?________________________________
____
____

Medications_____Yes________No If Yes, What type_______________________
Dosage______________________Times to be taken__________________________

Does the person have a history of hospitalization for mental health problems?
_____Yes _____No If yes describe______________________________________
____
____
____

Does the person feel the need for assistance in this area at the present time?
_____Yes _____No If yes, please describe______________________________
____
____

Does the person have a history for treatment of alcohol or drug problems?___Yes___NO
If yes, describe____
____

Does the person feel the need for this help at the present time?____Yes___No
If yes, describe____
How long has the person been homeless?_________________________________
Reason for homelessness (guest's statement)_____________________________
____
Immediate Plans (for self)____
Signature of Interviewer____
Write impressions on reverse side.

Data Privacy (Confidentiality) Policy
Welcome Inn, Mankato, Minn.

All Welcome Inn staff/center volunteers are responsible for respecting the data privacy rights of staff, center volunteers, and guests.

COLLECTION OF INFORMATION

The intake form must be accompanied by a Tennessen Warning. The warning may be contained either in a separate paragraph or it may be integrated into the text of the form. The four basic components of a Tennesen include:

1. Explanation of the intended use and purpose of the information requested.
2. The individual's right to refuse to furnish the information.
3. Consequences (if any) to the individual if the information is not furnished.
4. List of other agencies who will have access to the information.

STORAGE OF INFORMATION

All records and files containing private or confidential information on residents, center volunteers, or staff must be kept in a secure place. Access to the records/files will be limited to staff/center volunteers needing the information to fulfill their job responsibilities.

SHARING INFORMATION

A Release of Information form signed by the resident must be obtained prior to sharing private or confidential information with an individual or agency other than those specified in the Tennessen Warning.

GENERAL GUIDELINES

1. Only ask what you NEED to know.
2. If there is a question about sharing information - DON'T.
3. If an investigation is in process, information is generally confidential.

   DO NOT share information with anyone who does not have proper release.

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Fairfield County Emergency Shelter
1751 E. Main Street
P. O. Box 2266
Lancaster, Ohio 43130
(614) 653-2012

AUTHORIZATION FOR RECIPROCAL RELEASE OF INFORMATION

I hereby authorize the **Fairfield County Emergency Shelter** to exchange with/obtain from ______________________________
(Name of organization)
the information specified below regarding the care of ____________________
(Name of client)
____________________. This information is exchanged for the following
(Date of birth)
purpose: ____
____
____.

	INFORMATION RELEASED & EXCHANGED	YES, Information may be released to the FCES	NO, Information may not be released to FCES
	Attendance in Counseling		
	Progress in Treatment		
	Medical History		
	Family History		
	Psychological Testing		
	Psychiatric Evaluation		
	Vocational Evaluation		
	Law Enforcement Agency		
	Human Services (Welfare)		
	Other (specify)		

I understand that I may revoke my consent to this reciprocal release of information at any time except to the extent that action will have been taken or information released prior to the revocation of my consent. Otherwise, this consent form is vlid until 90 days from application date or ______________. (If less than 90 days.) This information may not be re-released except as indicated above.

I, the undersigned, have read this reciprocal release and understand all its terms. I execute it voluntarily and with full knowledge of its significance.

SIGNATURE OF PERSON AUTHORIZED TO CONSENT:

Name: ______________________________

Address: ______________________________

Relationship: ______________________________

Witness: ______________________________ Date of Application: ______________

Authorized Person Releasing Information: 119

2/88

FAIRFIELD COUNTY EMERGENCY SHELTER

Lancaster, Ohio

Grievance Procedure

This **Procedure** allows residents who feel that they have been treated unfairly, redress through certain established channels. Please read the "Rights and Rules for Residents" before filing a complaint since all residents are expected to adhere to the shelter rules.

1. All residents are encouraged to try and resolve problems with the shelter, if possible. A discussion of the grievance with the Direct Care Worker on duty often results in a satisfactory solution.

2. If the Direct Care Worker has been consulted but the problem persists see the Director. Attempts will be made to find a satisfactory way of dealing with your problem.

3. Should you feel that the Grievance has still not been dealt with fairly, the Chairperson of the Utilization committee will meet with you and review the case and their final decision will be binding. Before appearing before this final hearing, you must give them in writing the particular circumstances surrounding your complaint.

We hope that it will **not be necessary** to go through all three steps before problems are resolved. However, if a resident has been adhering to the house rules but feels that he/she has not been treated fairly, this procedure gives him/her the chance to be "heard" and hopefully have the problem resolved.

12/87 sao

[30]

EXIT SUMMARY
Samaritan House, Lima, Ohio

NAME ______________________ DATE ______________

NEW ADDRESS ________________________________

Length of stay at the shelter
If this wasn't your first stay, indicate the number of times that you were here in the past and the length of time for each stay. ______

____

What are you new living arrangements?

- ____ own apartment
- ____ share an apartment with other
- ____ moving in with a friend
- ____ moving in with boyfriend/girlfriend
- ____ moving in with family
- ____ other ______________________

How do you intend to support yourself? (i.e., S.S., G.R., Employment) Please include amount being received, number of hours worked, and place of employment.

____

____

What goals did you accomplish while at Samaritan House? ________

____

____

What goals do you need ongoing assistance with? ________

____

____

Was your stay at Samaritan House satisfactory? ________ Please Explain

____

____

____

____

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What do you feel Samaritan House could do to improve its services to the homeless?____

____

____

Can we send a follow-up survey to you in the future?

_____ YES

_____ NO

Support Group? Will you be interested in a follow-up support group?

____

____

____

COMMENTS____

____

____

RESIDENT'S SIGNATURE____________________________________

STAFF SIGNATURE____

Appendix 2

National Resource Organizations

ACTION
806 Connecticut Avenue, NW
Washington, DC 20525
202-634-9749

ACTION is the primary federal volunteer organization; it consists of diverse programs and departments. There are more than 380,000 local volunteers in communities around the country. In addition, ACTION assists other neighborhood volunteer activities by providing grants, technical assistance and knowledge of volunteer resources. ACTION includes Volunteers in Service to America (VISTA), an anti-poverty volunteer program, and the Retired Senior Volunteer Program (RSVP)that provides volunteer opportunities for retired persons.

American Institute of Architects
Housing Committee
9 Jay Gould Court
P.O. Box 740 Waldorf, MD 20601

The AIA Housing Committee has organized conferences on housing the homeless, and published The Search for Shelter, an effort to help broaden the dialogue on housing the homeless. The Search... includes brief overviews of several shelter programs across the country.

American Red Cross
National Headquarters
17th and D Streets, NW
Washington, DC 20006
202-639-3610

Some 550 of 3,000 local Red Cross chapters provide some type of service to the homeless through Federal Emergency Management Agency funds. Services vary, and include extensive sheltering programs. The initial contact point for information is the local Red Cross chapter. The national office has published two booklets covering the shelter programs.

Better Homes Foundation
189 Wells Ave.
Newton Center, MA 02159
617-964-3834

Started in 1987, this corporate foundation with ties to Better Homes and Gardens Magazine, plans to fund demonstration projects in 25 U.S. cities to provide or improve a continuum of services to homeless families.

Catholic Charities USA
1319 F Street, NW
Washington, DC 20004
202-639-8400

Catholic Charities USA includes more than 100 programs of food and shelter within its national network. In addition, some 200 congregations are involved in helping the hungry and homeless in some way.

Community for Creative Non-Violence
1345 Euclid Street, NW
Washington, DC 20009
202-332-4332

Since 1970 CCNV members have served the homeless and now operate one of the largest shelters in the country. Members have actively pressed for federal aid for the homeless and advised community groups on how to work with homeless people.

Community Service Society of New York
105 E. 22nd Street
New York, NY 10010
212-254-8900

The Community Service Society of New York provides technical assistance for establishing shelters. It also have several publications of general interest to shelter providers.

Crafts From the Streets
c/o South Presbyterian Church
Ministry to and with the Homeless
343 Broadway
Dobbs Ferry, NY 10522

Crafts From the Streets is a grassroots effort of homeless and formerly homeless persons to further their arts and crafts skills, and earn money while educating the public about homelessness and issues of justice.

Design Programming Associates
239 Chestnut Avenue
Trenton, NJ 08609
609-396-4439 or 202-678-4364

Design Programming Associates, formed by several professional people committed to social advocacy (including former shelter administrators) offers consultation services to organizations assisting the homeless. Services available include workshops, seminars, video training, program development, staff training, motivation programs and stress-reduction. The standard fee of $200/day is negotiable.

Emergency Food and Shelter National Board Program
601 N. Fairfax Street, Suite 225
Alexandria, VA 22314-2007
703-683-1166

The Board Program is a federal emergency program initiated for the 1983 fiscal year that has continued to provide funds for basic food and shelter. Local boards are established to select agencies that will receive monies to provide the food and shelter services.

Enterprise Foundation
505 American City Building
Columbia, MD 21044
301-964-1230

The Enterprise Foundation works through a national network of neighborhood groups to help the poor obtain affordable housing, jobs, and future self-sufficiency and independence. It includes the Housing Network (Neigborhood Development Centers in 27 cities) and Job Placement Network; these networks are a linkage for information dispersal across the country. Enterprise provides seed money, small grants, loans and technical assistance in putting together financial packages for programs.

The Foundation Center Network
Foundation Center
79 Fifth Avenue
New York, NY 10003
212-620-4230

The Foundation Center Network is more than 100 collections in libraries and agencies established by foundations to provide information to grantseekers and grantmakers on private philanthropic giving. Many Center affiliates have sets of private foundation information returns (IRS Form 990PF) available for public use, as well as reports with the giving patterns of corporations and foundations. The four main reference collections in the system are:

Foundation Center
1001 Connecticut Avenue, NW
Washington, D C 20036
202-331-1400

Foundation Center
79 Fifth Avenue
New York, NY 10003
212-620-4230

Foundation Center
312 Sutter Street, Room 312
San Francisco, CA 94108
415-397-0902

Foundation Center
Kent H. Smith Library
1442 Hanna Bldg.,
1422 Euclid Avenue
Cleveland, OH 44115
216-861-1933

For other U.S. locations of collections, call toll-free 1-800-424-9836.

Grantsmanship Center
P.O. Box 6210
650 S. Spring Street, Suite 507
Los Angeles, CA 90014
213-689-9222

The Grantsmanship Center is an education institution that trains individuals from nonprofits to develop/improve funding and program planning skills. It offers weeklong workshops on grantsmanship, proposal writing, and fundraising.

Habitat for Humanity
Habitat and Church Streets
Americus, GA 31709
921-924-6935

Habitat for Humanity is an international organization that builds and renovates housing for low-income people in communities throughout the United States and other countries. Habitat uses no public funds; construction is done largely by church-based volunteers and self-help labor.

The Homelessness Information Exchange
Community Information Exchange
1830 Connecticut Avenue, NW, Fourth Floor
Washington, DC 20009
202-462-7551

The Homelessness Information Exchange is a national information service that collects, documents and disseminates information and technical assistance on various programs for homeless persons. An on-line database accesses programs and bibliographies for groups interested in working with the homeless. It currently has resources on alternative housing options, funding sources, legislation, advocacy groups, shelter start-up, technical assistance, and research. Fees are charged on a case-by-case basis, depending upon the nature of the inquiry.

Housing Assistance Council, Inc.
1025 Vermont Avenue, NW, Suite 606
Washington, DC 20005
202-842-8600

The Housing Assistance Council is a national nonprofit corporation dedicated to increasing the availability of decent housing for rural low- income people. HAC provides seed money and technical assistance to rural housing sponsors, conducts research into rural housing needs and resources, provides program and policy analysis, and training and information services to public, nonprofit and private organizations.

Housing Trust Fund Project
570 Shepard Street
San Pedro, CA 90731
213-833-4249

The Housing Trust Fund Project provides technical assistance to neighborhood groups on developing a housing trust fund in their state or locality. The Project has gathered information on most of the housing trust funds in the country, including technical aspects and strategies followed in establishing the funds.

Interagency Council on the Homeless
451 7th Street, SW, Suite 10158
Washington, DC 20410
202-755-1480

The Interagency Council on the Homeless, composed of the heads of several federal agencies, was established under the Stewart B. McKinney Act. The Council is to evaluate and monitor federal homeless activities, collect information, study problems related to homelessness, and make this information available in a variety of ways.

McAuley Institute
1320 Fenwick Lane, Suite 405
Silver Spring, MD 20910
301-588-8110

The McAuley Institute is a nonprofit corporation, started by the Sisters of Mercy, which assists local efforts to improve and develop low- and moderate-income housing, including transitional housing. The Institute provides consulting services, operates a small revolving loan fund and offers a variety of other services.

National Alliance to End Homelessness
1518 K Street, NW, Suite 206
Washington, DC 20005
202-638-1526

Formerly the Committee for Food and Shelter, the Alliance was formed in 1983 to marshall public and private resources to deal with homelessness. In 1986 it turned its attention to permanent solutions and formed issue councils of experts and leaders. In July 1988 one council released Housing and Homelessness, a report examining demographics of homelessness and recommending housing strategies to prevent and reduce homelessness.

National Association of Community Action Agencies
1775 T Street, NW
Washington, DC 20009
202-737-9895

The association represents community action agencies (CAAs) to promote a unified approach to solving problems of poverty and fosters professional growth of members. Is an advocate for the poor at all levels of government. The main social service organizations in many rural communities, CAAs operate programs serving homeless persons.

National Coalition Against Domestic Violence
1000 16th Street, NW, Suite 303
Washington, DC 20036
1-800-333-SAFE

The National Coalition Against Domestic Violence operates a national toll-free number to provide assistance to persons who are involved in a domestic violence crisis, as well as information on the issue to the general public.

National Coalition for the Homeless
1439 Rhode Island Avenue
Washington, DC 20005
202-659-3310

The National Coalition is a federation of individuals, agencies and organizations dedicated to the proposition that decent, humane shelter is a basic right in a civilized society. The National Coalition is committed to securing that right and to advocating for permanent housing for all--with supportive services where necessary--as the primary legitimate, long-term response to homelessness. Its Board of Directors has representatives from approximately 50 cities and regions throughout the United States. The National Coalition publishes a monthly newsletter, Safety Network, and provides legal counsel, experienced in representing the rights of the homeless. The Washington, D.C. office serves to secure federal action to arrest the growth and relieve the miseries of homelessness through federal litigation, legislative analysis and advocacy, and mobilization of advocacy organization axcross the country.

National Housing Conference
1126 16th Street, NW
Washington, DC 20036
202-223-4844

Established in 1931, the NHC works to promote better communitites and decent housing. The Conference publishes a newsletter, Reports from Washington.

National Institute of Mental Health
Program for the Homeless Mentally Ill
5600 Fishers Lane, Room NC-25
Rockville, MD 20857

NIMH is involved in research and in funding projects for homeless mentally ill people. It has a series of publications on the population available free of charge.

National Low Income Housing Coalition
1012 14 Street, NW, Suite 1006
Washington, DC 20005
202-662-1530

NLIHC is a national organization dedicated to advocating federal support to solve the low-income housing crisis. It consists of individuals and organizations that educate, advocate and organize for decent affordable housing for all low-income people. It is affiliated and shares offices with the Low Income Housing Information Services (LIHIS), which publishes a monthly Low Income Housing Round-Up. NLIHC special projects include the National Mutual Housing Network, which provides technical assistance and financial intermediary support to non-profit sponsors of limited equity, low-income housing cooperatives; the National Anti- Displacement Project, which provides technical assistance support to individuals and organizations fighting involuntary displacement; and the National Support Center for Low- Income Housing, which provides information resources on state and local housing initiatives to grassroots advocates and organizations. Members of NLIHC receive regular updates on Washington legislative events.

National Resource Center on Homelessness and Mental Illness
Policy Research Associates
262 Delaware Avenue
Delmar, NY 12054
1-800-444-7415

The National Resource Center on Homelessness and Mental Illness, funded by a new National Institute of Mental Health contract, continues and builds on the information services begun by the now defunct Clearinghouse on Homelessness Among Mentally Ill People (CHAMP). The Center collects and disseminates information on programs serving homeless mentally ill persons through its database of published and unpublished materials; topical listings are available. The Center plans to begin publishing a quarterly newsletter in the spring of 1989.

National Self-Help Clearinghouse
33 West 42nd
New York, NY 10036

The Clearinghouse lists self-help organizations across the country. These include Alcoholics Anonymous units, Narcotics Anonymous groups and many others. For the name and location of a specific type of support group in your geographic area, or for a manual on how to start a self-help group, inquire in writing and enclose a self- addressed stamped envelope.

National Union of the Homeless
2001 Spring Garden Street
Philadelphia, PA 19130
215-972-7085

The National Union of the Homeless was founded when homeless activists in Philadelphia joined forces for advocacy and empowerment of the homeless. The union's mission is to organize, train and empower the homeless to speak for themselves to push for change in the inequitable job, housing, education and health policies that are the root causes of homelessness. As of February 1, 1988, union organizing work had been done in the following areas: Philadelphia, Washington, D.C., New York City, Chicago, Los Angeles, New Orleans, Tucson, Albuquerque, San Francisco, Oakland, Detroit, Baltimore, Boston and Minneapolis-St. Paul. The union is the only national membership-based advocacy organization founded, managed and operated by the homeless.

National Volunteer Clearinghouse for the Homeless
1310 Emerson Street, NW
Washington, DC 20011
202-722-2740

The Clearinghouse serves potential volunteers anywhere in the country, allowing them to call a toll free number (1-800-HELP-664) and receive a list of organizations in their area that utilize volunteer assistance and provide direct services to the homeless. The list provides a description of the services offered and any special skills needed.

Salvation Army
799 Bloomfield Avenue
Verona, NJ 07044
201-239-0606

The Salvation Army is an international religious and charitable movement organized on a paramilitary pattern, and a church, dedicated to meeting physical, spiritual and emotional needs of humankind. Some 10,410 local chapters and 6,272 extension units provide services through adult rehab centers, social service programs, emergency feeding and shelter stations and other programs.

Travelers Aid Association of America
125 Wilke Road, Suite 205
Arlington Heights, IL 60005
312-392-4202

The Travelers Aid Association is a network of social agencies aiding approximately two million people a year. These include runaways, strandeed travelers and others who have experienced problems related to homelessness and mobility. Offers short-term counseling, shelter, food and clothing, financial aid and other help.

United States Conference of Mayors
1620 I Street, NW, Suite 300
Washington, DC 20006
202-293-7330

The U.S. Conference of Mayors has a Task Force on Hunger and Homelessness. It has produced numerous reports on the status of housing, poverty, hunger and homelessness in many major cities throughout the country.

United Way of America
701 N. Fairfax Street
Alexadria, VA 22314
703-836-7100

The United Way provides national, regional and local program support and consultation to area United Way organizations. Its many functions include encouraging corporate giving to nonprofit agencies, serving as liaison between government and members, and volunteer development training. For members, United Way offers publications on media relations, volunteer and specialized United Way topics. Individual United Ways may fund and help coordinate homeless programs.

Urban Initiatives
Woodside Green, 120-1B
Bridge & Summer Street
Stamford, CT 06905
203-359-1777

Urban Initiatives is a private consulting firm that provides technical and management assistance for organizations developing transitional and permanent low- and moderate-income housing. It will assist with a range of tasks, including: assessment of community needs and financial feasibility; identification of funding sources; coordination with other housing and social service agencies; and staff training. Fees are different for profit and nonprofit organizations.

VOLUNTEER - The National Center
1111 N. 19th Street, Suite 500
Arlington, VA 22209
703-276-0542

VOLUNTEER is a national organization that promotes and supports effective volunteering. It holds a national conference, initiates demonstration projects, promotes corporation volunteer program development and distributes publications on effective volunteer management.

Volunteers of America
3813 N. Causeway Boulevard
Metairie, LA 70002
504-837-2652

The VOA provides spiritual and material aid for those in need in more than 170 U.S. communities. As one of the country's largest multipurpose humanistic agencies, the Volunteers offers more than 400 programs for the elderly, alcoholics, drug abusers, ex-offenders, the homeless and others.

Women's Institute for Housing &
Economic Development, Inc.
179 South Street
Boston, MA 02111
617-423-2296

The Institute is a non-profit organization which provides expertise in housing and business development to grassroots women's organizations and other service groups that recognize the need to provide housing and economic self-sufficiency opportunities for low-income women and their children. The Institute programs, which offer development services, information and education to these organizations, provide an integrated approach to housing, childcare, business and jobs. The Institute launched the National Transitional Housing Technical Assistance Program in Spring 1988, offering technical assistance through workshops and individual consultations to nonprofit organizations developing transitional housing for women and families. Publications include A Development Primer: Starting Housing and Business Ventures by and/or for Women and A Manual on Transitional Housing.

YWCA
726 Broadway
New York, NY 10003
212-614-2824

This association has more than 400 autonomous chapters nationwide. Most local chapters sponsor physical fitness and other programs, but many offer relatively low-cost housing to single women and some also regularly house homeless and battered women and children.

Appendix 3

State-Level Organizations for the Homeless

Each entry gives the founding year followed by the purpose of the organization. Letters in the last line indicate the organization's main functions.

Key
A = Advocacy
AMF (or MF) = Allocating, Monitoring of Public Funds for Shelter
CP/R = Comprehensive Planning, Research
DS = Direct Service
IS/E = Information sharing, Education
TA = Technical Assistance

Arizona Housing Coalition
P.O. Box 25312
Phoenix, AZ 85002
602-253-6905

Co-chairperson: Fred Karnas
1987: To educate and focus on legislative advocacy for improved low-cost housing. (Some members deal with very low-cost housing for the homeless.)
A, IS/E

Hunger/Homeless Action Partnership
205 W. Cushing St.
Tucson, AZ 85701
602-622-1018

Coordinators: Janet Regner, Geri Hoff
1987: Sponsored by community action agencies, to educate the public and advocate on behalf of Arizona's hungry and homeless and to affect legislation
Paid staff: 2
A, IS/E

California Homeless Coalition
Northern Office:
926 J St. Bldg., Rm. 408
Sacramento, CA 95814
916-443-1721
Co-director: Kay Knepprath

Southern Office:
1010 S. Flower St., Rm. 500
Los Angeles, CA 90015
213-747-1686
Co-director: Toni Reinis

1985: To provide public education, technical assistance, and support to shelters; to collect data relative to homelessness
Paid staff: 2
A, CP/R, IS/E

Colorado Coalition for the Homeless
2100 Stout St.
Denver, CO 80205
303-293-2217

Director: John Parvensky
1983: To reduce homelessness through public education, advocacy and improved services for the homeless
Paid staff: 6
A, IS/E, DS

Connecticut Coalition for the Homeless
30 Jordan Lane
Wethersfield, CT 06109
203-721-7876

Director: Jane McNichol
1982: To ensure availability of emergency shelter and food to all who need it, and to advocate for solutions to the root causes of homelessness
Paid staff: 2
A, M, IS/E

Delaware Coalition for the Homeless
c/o Mary Davis, 24 E. 3rd St.
New Castle, DE 19720
302-322-1962/ 302-762-6111

Chairperson: Mary Davis
1987: To decrease the problem of homelessness through collaborative efforts, mobilizing support for issues, public education, monitoring demographic changes in the homeless population, drawing in the religious community and tapping volunteer support
A, IS/E, empowerment of homeless committee

Georgia Homeless Resource Network
P.O. Box 1925
Decatur, GA 30031

Co-chairpersons: Jimmie Samuel, Patty Kennington
1987: To deal with Georgia's homelessness problem, to develop better public understanding of root causes of homelessness; to break the cycle of homelessness by meeting service and rehabilitation needs
A, IS/E

Illinois Coalition for the Homeless
P.O. Box 1090
Springfield, IL 62705-1090
217-789-0126

Executive director: James E. Arth
1987: To determine the nature/extent of Illinois homelessness,

do public information work, provide technical assistance to shelter providers, to facilitate organization/development of coalitions on homelessness in the state
A, CP/R, AMF, IS/E

Kentucky Coalition for the Homeless
c/o Welcome House
141 Pike St.
Covington, KY 41011
606-581-8148

Co-chairpersons: Michelle Budzek and John Kreitler
1987: To educate about homelessness, advocate for emergency and transitional housing and other assistance, to work to overcome root causes of homelessness, to participate in political/economic processes of the state to promote plans/policies encouraging self-sufficiency and dignity of homeless
A, IS/E

Action for the Homeless
2539 St. Paul St.
Baltimore, MD 21218
301-467-3800

Director: Norma T. Pinette
1981, as Greater Baltimore Shelter Network; merged with Project Shelter, 1987: To eliminate homelessness in Maryland and ensure adequate services for the currently homeless.
Paid staff: 5
Fund-raising/distribution, A, IS/E

Massachusetts Coalition for the Homeless
34 1/2 Beacon St.
Boston, MA 02108
617-742-6880

Executive director: Sue Marsh
1981: To formulate and support public policies which assist and empower homeless and near-homeless households
Paid staff: 10
A, IS/E

Michigan Coalition of Shelter Providers
575 Louisa St.
Flint, MI 48503
313-233-0689

Chairperson: Janis Alexander
1987: To advocate for the disadvantaged in all areas of need
A, IS/E

Minnesota Coalition for the Homeless, Inc.
668 Broadway St., N.E.
Minneapolis, MN 55413
612-379-2779/ 379-8520

Chairperson: Sue Watlov Phillips
1984: To advocate on behalf of homeless in the creation of a continuum of housing in a dignified manner by everyone in the community
Paid staff (contracted services): 2
A, CP/R, A/MF, IS/E, TA

Mississippi Coalition for the Homeless
P.O. Drawer 23169
Jackson, MS 39225-3169
601-948-4725

Coordinator: Carol Burger
1987: Advocacy on behalf of the homeless, information-gathering and sharing, education, and monitoring of funds
A, CP/R, MF, IS/E

New Hampshire Coalition for the Homeless
P.O. Box 691
Manchester, NH 03105
603-668-1877

Temporary coordinator: Mary Strickland
1987: To affect the plight of the homeless through the political and legislative processes and through advocacy
A

Right to Housing
126 Hanford Place
Trenton, NJ 08609
609-394-5162

Director: Tricia Fagan
1985: To advocate for the immediate and long-term needs of homeless and imminently homeless persons in New Jersey, providing communication and information linkage for those working to address homelessness and low-income housing.
A, CP/R, IS/E

Coalition for the Homeless
90 State St.
Albany, NY 12207
518-436-5612

Director: Fred Griesbach
1987: To advocate on behalf of homeless people, with state and local government
Paid staff: 2
A, CP/R, MF, IS/E

North Dakota Coalition for the Homeless
1616 12 Ave., N.
Fargo, ND 58102
701-232-2547

Steering Committee chair: Barb Stanton
1987: To advocate for the homeless of North Dakota. Members believe shelter is a fundamental right. The goal is to

meet the need for shelter in a dignified manner, by everyone in the community. (Shelter is defined as a continuum of emergency, overnight and permanent, low- income housing)
A, CP/R, IS/E

Ohio Coalition for the Homeless
209 S. High St., Rm. 401
Columbus, OH 43215
614-469-1112

Director: Bill Faith
1984: To facilitate development/operation of a statewide network of services for the homeless through education, advocacy and technical assistance--to promote both short- and long-term solutions to homelessness
Paid staff: 1
A, CP/R, MF, IS/E

Oklahoma Coalition for the Homeless
525 N.W. 13th
Oklahoma City, OK 73103
405-236-4520

Director: Christine Byrd
1987: To conduct an advocacy program for the homeless and offer technical assistance.
A/IS

Oregon Shelter Network
313 E. Burnside St.
Portland, OR 97214
503-222-9362

Director: Jean DeMaster
Paid staff (contract basis): 1
1986: To train shelter staffs and to count the number of homeless in order to make better plans for approaching the legislature. To advocate so that homeless find enough shelter and good conditions there
A/IS

Coalition on Homelessness in Pennsylvania
802 N. Broad St.
Philadelphia, PA 19130
215-232-2300

Director: Phyllis R. Ryan
1987: To assess the nature/dimension of homelessness throughout Pennsylvania and to prepare a comprehensive action plan to prevent and to resolve homelessness
Paid staff: 1
A, CP/R

Rhode Island Coalition for the Homeless
P.O. Box 9132
Warwick, RI 02889

Chairperson: Jeff Gross
1987: To promote/preserve dignity/quality of life of families and individuals through comprehensive approach to the problems of housing and homelessness
A, MF, IS/E

South Carolina Coalition for the Homeless
P.O. Box 4317
Columbia, SC 29240
803-734-5997

Chairperson: Marie Toner
1987: To promote the right of all citizens of South Carolina to habitable, affordable, non-transient housing; to advocate before governments and private sectors to effectively assist those in need of housing; to educate the public about causes of homelessness and the problems faced by the homeless; to share creative initiatives in housing and to improve communication among housing providers
A, MF, IS/E

Tennessee Coalition for the Homeless
c/o TCSW -- P.O. Box 2863
Nashville, TN 37219
615-329-0392/ 255-8501

Chairperson: Dixie Petry
1987: To develop a network of homeless advocates throughout the state and to provide a forum through which the membership can participate in legislative and administrative advocacy
A, IS/E

Texas Homeless Network
400 E. Anderson Ln., No. 636
Austin, TX 78752
512-339-9724

Contact person: Kent Miller
1987: To communicate among members and with the public regarding homelessness and to organize joint advocacy for services for the homeless
A, CP/R, IS/E

Virginia Coalition for the Homeless
7825 Cherokee Rd.
Richmond, VA 23225
804-320-4577

Coordinator: Sue M. Capers
1986: To promote/support legislation to meet the emergency needs of the homeless; prevention of homelessness while seeking long-term solutions
A, CP/R, AMF, IS/E

Washington State Coalition for the Homeless
905 Spruce St.
Seattle, WA 98104

206-461-3611

Executive director: Sylvie J. McGee
1984: To develop more effective emergency shelter programs throughout the state and advocate on behalf of the homeless toward the elimination of homelessness
Paid staff: 1
A, IS/E

West Virginia Coalition for the Homeless
1205 Quarrier St., Lower Level
Charleston, WV 25301
304-344-3970

Chairperson: George Smoulder
1986: To develop coordinated services for the homeless in the state and to make citizens aware of the problem of homelessness
A, IS/E

Wyoming Coalition for the Homeless
104 S. 4th
Laramie, WY 82070
307-742-2227

Board member: Kathy McDonald-Evoy
1986: To improve shelter services in Albany County and to better state legislation for the homeless
A

Appendix 4

Ohio Resources

Homeless Coalitions

State
Ohio Coalition for the Homeless
209 S. High Street, Rm. 401
Columbus, OH 43215
614/469-1112

Bill Faith, Director

Cincinnati
Greater Cincinnati Coalition
for the Homeless
1510 Elm St.
Cincinnati, OH 45210
513/421-7803
Kelly Gammon, Director

Dayton
Montgomery Co. Emergency
Housing Coalition
2201 N. Gettysburg Ave.
P.O. Box F
Dayton, OH 45406
513/276-6526
Maceola Taylor, Chair

Cleveland
Northeast Ohio Coalition
for the Homeless
3000 Bridge Ave.
Cleveland, OH 44113
216/631-4141
Sharon McGraw, Director

Columbus
CALLVAC Services
370 S. Fifth St.
Columbus, OH 43215
614/221-6766
Sara Niekirk, Executive Director

Toledo
Agencies Task Force c/o
St. Vincent's Medical Center
2213 Cherry St.
Toledo, OH 43608
419/321-4693
Sr. Ann Verhesen, Chair

Youngstown
Office of the Mayor
City Hall, 26 S. Phelps St.
Youngstown, OH 44503
216/742-8701
Edna Pincham, Administrator

State Government Units

Ohio Bureau of Employment Services
145 S. Front St.
Columbus, OH 43215
Marge Turnbull 614-466-3817

OBES assisted in the review of proposals from Ohio organizations for U.S. Department of Labor job training for the homeless demonstration project funds.

Ohio Dept. of Administrative Services Federal and State Surplus Property Services
226 N. High St.
Columbus, OH 43215
Diane Shepherd 614-466-7785
William Anthony 466-6585

The ODAS is responsible for distributing federal surplus property to organizations serving homeless and low-income people under the Stewart B. McKinney Homeless Assistance Act.

Ohio Dept. of Development
Office of Community Services
30 E. Broad St., 25th Floor
Columbus, OH 43216
Elizabeth Ross 614-466-6014

The ODOD Office of Community Services administers the community services program of the McKinney Act, providing funding and other assistance for Community Action Agencies.

Ohio Dept. of Development
Office of Local Government Services
P.O. Box 1001
30 E. Broad St., 25th Floor
Columbus, OH 43216
Susan Miller 614-466-2285

The ODOD Office of Local Government Services administers HUD Emergency Shelter Grant state funds, especially for smaller cities.

Ohio Dept. of Education
Office of Adult & Community Education
65 S. Front St.
Columbus, OH 43266-0308
Harry Meek 614-466-4962

ODOE administers McKinney Act funds for literacy training and basic skills remediation activities for homeless adults. Adult Basic Education programs in Cincinnati, Cleveland, Columbus, Toledo, Dayton and Canton will receive funds on a formula basis.

Ohio Dept. of Education
Division of Federal Assistance
933 High St.
Worthington, OH 43085-4087
Robert E. Michel 614-466-4161

ODOE received McKinney funds for an Education of Homeless Children program. The focus is on service planning and policy development to remove barriers that prevent Ohio's homeless children from receiving adequate schooling.

Ohio Dept. of Health
246 N. High St.
Columbus, OH 43266-0188
Delores Ridges 614-466-3643

ODOH administers the Emergency Shelter Grant Program, providing matching grants up to $75,000 for nonprofit organizations operating emergency shelters.

Ohio Dept. of Mental Health
30 E. Broad St., Rm. 1140
Columbus, OH 43266-0414
Grace Lewis 614-466-0378

ODMH funds various programs for the homeless mentally ill, providing case management, housing and other services. It is also a resource for research material on the homeless mentally ill.

Ohio Housing Finance Agency
65 E. State St., Suite 208
Columbus, OH 43266-0319
Cynthia Flaherty 614-466-7970

OHFA provides short-term, low-interest construction and development loans to nonprofit groups, offers technical assistance and conferences on development and advocacy, and is a source of information and statistics on housing and development. OHFA administers the Permanent Housing for the Handicapped Homeless program from the McKinney Act.

Appendix 5

Suggested Readings

Books and Reports

American Institute of Architects, **The Creation of Shelter** (Waldorf, MD: AIA Press, 1988). The companion to The Search for Shelter, it documents the results of 29 community housing workshops held across the U.S. in 1987. Discusses the role architects can play in improving housing conditions and the remedies offered by government. Available from American Institute of Architects, Order Department, 9 Jay Gould Ct., P.O. Box 753, Waldorf, MD 20601.

American Institute of Architects, **The Search for Shelter** (Waldorf, MD: AIA Press, 1986). Features 33 case studies of model emergency, transitional, and long-term shelters across the country, as well as background on low-income housing and homelessness. Available from American Institute of Architects, Order Department, 9 Jay Gould Ct., P.O. Box 753, Waldorf, MD 20601.

Bassuk, Ellen L., **Mental Health Needs of Homeless Persons** (San Francisco: Jossey-Bass, 1986). While sometimes technical, still gives good background on homelessness and mental health issues. Write from Jossey-Bass, Inc., Publishers, 433 California St., San Francisco, CA 94104.

Bingham, Richard D., Roy E. Green, and Sammis B. White (eds.), **The Homeless in Contemporary Society** (Beverly Hills: Sage Publications, 1987). Series of 15 essays on understanding homelessness and on policy and program options in alleviating problems of homelessness. Available from Sage Publications, Inc., P.O. Box 5084, Newbury Park, CA 91359.

Children's Defense Fund, **Lobbying and Political Activity for Nonprofits: What You Can (and Can't) Do Under Federal Law** (Washington, D.C., 1983). Includes programs that receive federal funds; also has a resource list. Available from Children's Defense Fund, 122 C St., NW, Washington, DC 20001.

Church Council of Greater Seattle, **State of the City 1987--Homelessness: The Growing Crisis, Report and Action Guide** (Seattle, WA, 1987). Provides church congregations and small groups with tools and ideas for addressing homelessness. Contact Church Council of Greater Seattle, 4759 15th Ave., NE, Seattle, WA 98105.

Clay, Philip, **At Risk of Loss: The Endangered Future of Low-Income Rental Housing Resources** (Washington, D.C.: Neighborhood Reinvestment Corporation, 1987). Excellent source of statistics and other information about the low-income housing crisis and ideas about what can be done about it. Available from Neighborhood Reinvestment Corporation, 1325 G St., NW, Suite 800, Washington, DC 20005.

Community Service Society of New York, **Community Relations Strategies** (New York, 1985). Offers good points to consider when developing support for shelter programs. Available from Community Service Society of New York, Office of Information, 105 E. 22nd St., New York, NY 10010.

Community Service Society of New York, **Developing Shelter Models for the Homeless** (New York, 1985). Offers designs for emergency, transitional and permanent shelter/housing. Available from Community Service Society of New York, Office of Information, 105 E. 22nd St., New York, NY 10010.

Community Service Society of New York, **Financial Management Systems for Shelters for the Homeless** (New York, 1984). Deals with financial planning and control systems. Available from Community Service Society of New York, Office of Information, 105 E. 22nd St., New York, NY 10010.

Emergency Food and Shelter National Board Program, **Caring for the Hungry and Homeless: Exemplary Programs** (Washington, D.C.: Public Technology, Inc., June 1985). Includes descriptions of more than a dozen shelter programs.

Erikson, Jon, and Charles Wilhelm (eds.), **Housing the Homeless** (New Brunswick, NJ: Center for Urban Policy Research, 1986). Covers the spectrum of viewpoints on homelessness. Available from Center for Urban Policy Research, Rutgers--The State University, P.O. Box 489, Piscataway, NJ 08855-0489.

Haus, Amy (ed.), **Working With Homeless People: A Guide for Staff and Volunteers** (New York: Columbia University Community Services, January 1988). An introductory guide, in a convenient format, for those who are assisting homeless people. Contact Policy Research Associates, 262 Delaware Ave., Delmar, NY 12054.

Homelessness: Critical Issues for Policy and Practice (Boston: The Boston Foundation, 1987). Excellent introductory guide to thinking about homelessness; presents insights of experts on diverse aspects. Text adapted from talks given at a major national conference. Contact National Resource Center on Homelessness and Mental Illness, Policy Research Associates, 262 Delaware Ave., Delmar, NY 12054.

Homelessness Information Exchange, **City Assistance Packet: Comprehensive Planning to Address Homelessness** (Washington, D.C.). Focuses on six areas: task forces, assessments, emergency services, transitional housing and support services, permanent housing and prevention; includes specific components of 13 model programs. Available from Homelessness Information Exchange, 1120 G St., NW, Suite 900, Washington, DC 20005.

Homelessness Information Exchange, **Coalition Building to Address Homelessness** (Washington, D.C.). Role of coali-

tions in assessing community needs and coordinating local efforts related to homelessness; includes examples and accomplishments of local public and private coalitions. Available from Homelessness Information Exchange, 1120 G St., NW, Suite 900, Washington, DC 20005.

Homelessness Information Exchange, **Transitional Housing** (Washington, D.C.). Addresses issues in facility development, management and program design, with descriptions of services for families and single adults. Available from Homelessness Information Exchange, 1120 G St., NW, Suite 900, Washington, DC 20005.

Hope, Marjorie and James Young, **The Faces of Homelessness** (Washington, DC: Lexington Books, 1986). Written by professors at Wilmington College, this book provides good background, chapters on Cincinnati and Washington, D.C. Available from Lexington Books, D.C. Heath, 125 Spring St., Lexington, MA 02173.

Institute for Community Economics, **The Community Land Trust Handbook** (Emmaus, Pa.: Rodale Press, 1982). Provides information on how to incorporate and obtaining loans from private lenders.

Iowa Inter-Church Agency for Peace & Justice, **Paths of Hope for the Homeless** (resource packet). A collection of pamphlets and information sheets from both Des Moines area and national organizations serving the homeless. Available from Roz Ostendorf, Agency for Peace and Justice, 3816 - 36th St., Des Moines, IA 50310.

MacBride, Marie, **Step by Step: Management of the Volunteer Program in Agencies** (Hackensack: Volunteer Bureau of Bergen Co., NJ, 1979). Outlines steps in setting up volunteer programs, recruiting, training, retaining and managing volunteers, and managing programs as a whole. Contact Volunteer Bureau of Bergen Co., 398 Main St., Hackensack, NJ 07501.

Massachusetts Poverty Law Center, **Lobbying on a Shoestring** (Boston, 1982). A guide to successful grassroots lobbying. Write Massachusetts Poverty Law Center, 2 Park Sq., Boston, MA 02116.

Mellon Bank Corporation, **Discover Total Resources: A Guide for Nonprofits** (Pittsburgh: 1985). Checklist of a full range of community resources--money, people, goods and services; good bibliography. Available from Mellon Bank Corp., Community Affairs Division, One Mellon Bank Center, Rm 368, Pittsburgh, PA 15258.

Merves, Esther, **Conversations With Homeless Women** (Dissertation: 1986). The feelings and experiences of homeless women, along with good facts and figures. Summary available from Ohio Coalition for the Homeless, 209 S. High St., Rm. 401, Columbus, OH 43215.

Moore, Donna, **A Message of Hope for the Homeless** (New York: Children's Aid Society). Eight-page pamphlet by a formerly homeless woman discussing behavior in a shelter and apartment hunting. Available from Children's Aid Society, 105 E. 22nd St., New York, NY 10010.

National Coalition for the Homeless, **Pushed Out: America's Homeless, Thanksgiving-1987** (Washington, D.C., 1987). Surveys changes in the homeless population in 23 cities. Write the National Coalition for the Homeless, 1439 Rhode Island Ave., Washington, DC 20005.

National Coalition for the Homeless, **Rural Homelessness in America: Appalachia and the South** (Washington, D.C., 1987). Indicates that an acute shortage of decent housing is a major growing problem; cites contributing factors. Contact National Coalition for the Homeless, 1439 Rhode Island Ave., Washington, DC 20005.

National Coalition for the Homeless, **Shelter Workers' Handbook** (New York, 1984). An excellent manual for detection, treatment and referral of health problems. Contact National Coalition for the Homeless, 1439 Rhode Island Ave., Washington, DC 20005.

National Housing Task Force, **A Decent Place to Live: The Report of the National Housing Task Force** (Washington, 1988). Written by a privately initiated group as part of a Congressional effort to reexamine America's housing policy. Reports on the national housing crisis and offers several recommendations for a new national housing policy. Available from National Housing Task Force, 1625 Eye St., N.W., Suite 1015, Washington, DC 20006.

National Mental Health Association & Families for the Homeless, **Homeless in America** (Washington, D.C.: Acropolis Books Ltd., 1988). Photographic essay on homelessness in America. Available from Acropolis Books Ltd., Colortone Building, 2400 17th St., N.W., Washington, DC 20009.

THI Consulting Services, Inc., **Inn-Between: A Manual on Transitional Housing** (Cleveland, 1988). Based on the experience of the staff of Transitional Housing Inc., a womens' transitional housing facility in a former Cleveland motel. Offers practical considerations for those who desire to move beyond emergency shelters in their service to the homeless. Available from THI Consulting Services, Inc., 1545 W. 25 St., Box 137A, Cleveland, OH 44113.

U.S. Conference of Mayors, **The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987** (Washington, D.C.: 1987). Surveys of 26 cities on the demand for emergency food assistance and shelter; causes of hunger and homelessness and demographics of the population experiencing the problems; status of housing affordable to low-income people, economic conditions, etc. Available from

U.S. Conference of Mayors, 1620 I St., NW Suite 300, Washington, DC 20006.

U.S. Department of Health and Human Services, **Helping the Homeless: A Resource Guide** (Washington, D.C.: Government Printing Office, 1984). Descriptions of successful programs nationwide. Available from Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20009.

U.S. Department of Housing and Urban Development, **Housing America: Freeing the Spirit of Enterprise: A Directory of Official U.S. IYSH Projects** (Washington, D.C.: Government Printing Office, 1987). Gives brief descriptions by state of 166 model projects, many shelters and low-income housing. Available from Superintendent of Documents, U.S. Government Printing Office, Washington, DC 20009.

United Way of America, **The Citizen Board in Voluntary Agencies** (United Way of America, 1979). Provides perspectives for a new board member and ideas for old-timers. Topics include bylaws, functions of committees, training, responsibilities, etc. Available from United Way of America, 701 N. Fairfax St., Alexandria, VA 22314.

United Way of America, **Media Relations: Road to Public Understanding** [Communication Resource Handbook II] (United Way of America, 1979). Covers cultivating the media, dealing with a crisis, press releases, and working with electronic media. Available from United Way of America, 701 N. Fairfax St., Alexandria, VA 22314.

United Way of America, **Resource Handbook on Hunger and Homelessness** (United Way of America, 1985). Resource book for United Way agencies that includes model projects for the homeless. Available from United Way of America, 701 N. Fairfax St., Alexandria, VA 22314.

Volunteer Administrators' Network, **The Volunteer Administrator...Complete Your Management Team** (Columbus: 1987). Describes necessary qualifications for a volunteer administrator and outlines the job; includes Volunteer Program Component checklists to guide development of a volunteer program. Available from Volunteer Administrators' Network, c/o CALLVAC Services, Inc., 370 S. Fifth St., Columbus, OH 43215.

Newsletters

Homelessness Information Exchange, **Homewords**. Quarterly newsletter compiling information on effective national and local programs and resources responding to homelessness; programs surveyed include range of emergency, transitional, permanent and preventive strategies. Available from Homelessness Information Exchange, 1120 G St., NW, Suite 900, Washington, DC 20005.

Interagency Council on the Homeless, **Council Communique'**. Newsletter reporting regularly on the activity of relevant agencies; will emphasize innovative programs and public/private partnerships designed to help the homeless. Available from Interagency Council on the Homeless, P.O. Box 6091, Rockville, MD 20850.

National Coalition for the Homeless, **Safety Network**. Monthly newsletter detailing homelessness nationwide and the status of legislation and litigation to aid the homeless. Available from National Coalition for the Homeless, 1439 Rhode Island Ave., Washington, DC 20005.

National Housing Institute, **Shelterforce**. Bimonthly magazine on housing and homelessness. Available from National Housing Institute, 439 Main St., Orange, NJ 07050.